

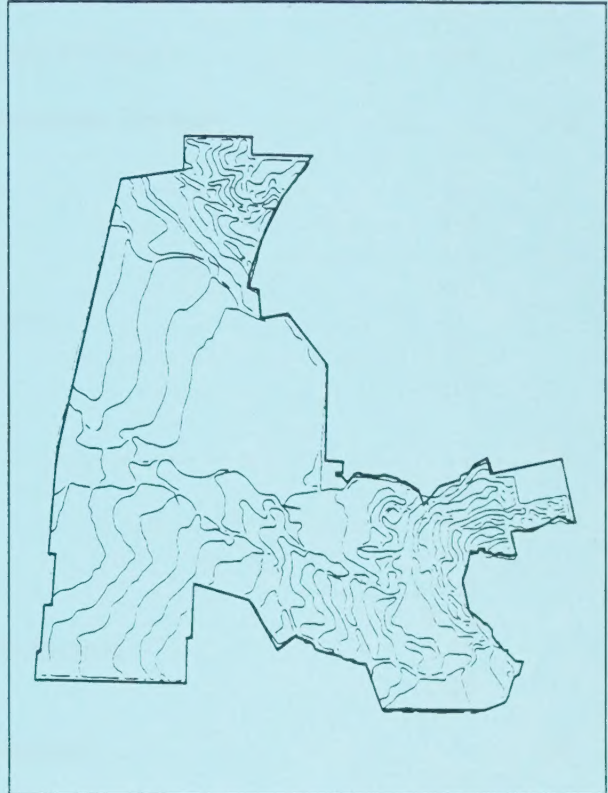
**CITY OF SAN PABLO  
GENERAL PLAN UPDATE  
DRAFT**

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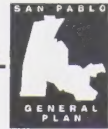
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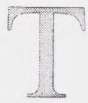
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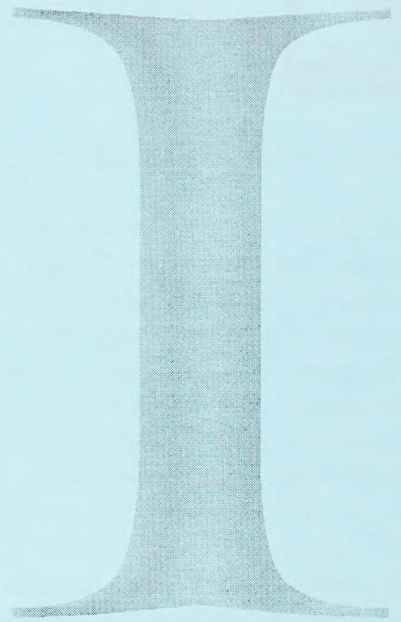
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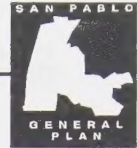
# General Plan Introduction



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- ☐ Background
  - ☐ Organization of General Plan
  - ☐ Amendments to the General Plan
  - ☐ Current Conditions of San Pablo
  - ☐ Community Outreach Process
  - ☐ Community Themes
  - ☐ Requirements for Updating the Plan
  - ☐ Planning Area Defined
  - ☐ Vertical Consistency Principals

# General Plan Introduction

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## BACKGROUND

As provided for through Government Code Section 65300, the City of San Pablo has chosen to embark on a comprehensive update of the City's General Plan. This effort involved an extensive community outreach program, regional agency consultations, an economic validation analysis, and a technical environmental background evaluation to facilitate a coordinated 20 year vision.

For reference purposes, this section of the General Plan will overview the following:

- ▶ Organization of the General Plan and Amendments
- ▶ Historical and Current Conditions of the City of San Pablo
- ▶ Summary of the Community Outreach Process
- ▶ Overarching Themes of the General Plan
- ▶ Requirements and Need for Updating the General Plan
- ▶ Regional and Local Agencies
- ▶ Planning Area Defined
- ▶ Conformance with Vertical Consistency

The purpose of this introduction section is to convey to future users of this General Plan the aspirations of the community in terms of ethnic diversity, business opportunities, residential characteristics and quality of life. The General Plan sets forth a wide range of action-oriented directives which are intended to enhance the best features of San Pablo, and identify the key priorities for improvement. The list of priorities is flexible, and is intended to be evaluated

annually through an Implementation Program.

Many of the ideas and visions which were shared through the community outreach process are documented through the General Plan to the fullest extent possible. However, many other beneficial community achievements are outside the context of a General Plan. These achievements include the large number of individuals who came together to express a concern for their community, and a willingness to debate and develop some common goals; the meeting of neighbors who might not have had such an opportunity in the past; and the formulation of community groups who may (over time) weave themselves into greater leadership roles on a City-wide and regional basis.

By definition, General Plans are intended to be an expression of the values and vision of a community for its future. When combined with technical support information, General Plans articulate a set of guidelines for creating that vision through a series of actions and a commitment of resources. In this regard, the following General Plan represents the direction of the City Council combined with values and vision as expressed by over 300 residents, business owners, business operators, related agencies and community groups.

## ORGANIZATION OF THE GENERAL PLAN

### APPROACH

The overall approach to this General Plan was to accomplish two major points from a practical and administrative perspective:

- ▶ Keep the document simple to use and implement by making it a "living General Plan," and

- ▶ Streamline and combine elements and other statutory requirements (where practical).

The objective is to move away from numerous and repetitive goals and policies, and attempt to identify basic and achievable steps for the City to undertake.

### GENERAL PLAN TEXT

The San Pablo General Plan integrates each of the seven elements required by state law for general plans into four (4) consolidated elements. Table 1 outlines how each these elements are organized, the major issues addressed within each element, and how the elements relate to each other.

Corresponding with the 4 elements is an Implementation Program. The Implementation Program is intended to serve as a tool for establishing priorities relative to the commitment of resources for enhancing the community over the next 20 years. The Implementation Program will summarize all of the Implementing Actions from the 4 elements, and become the "CIP" for the Planning Department. (The CIP is the Capital Improvement Plan that the Public Works Division uses to develop a schedule of short and long range funded city improvement programs.

Within each element the text is further organized into separate topic sections with background information provided first, followed by overall goals, policies and implementing actions. The intended purpose of this General Plan is to create a limited amount of goals, followed by specific (guiding) policies, and implementing actions to ensure on-going use of the document.

Policies are included within every element and are the City's adopted statements of its vision and philosophy. They are broad in nature and

are intended to be the framework within which the City makes future decisions related to the community. Individuals interested in the City's adopted goals regarding San Pablo's future direction should refer to these policies for guidance in designing future public and private development projects.

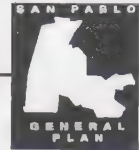
Following the policies section of each element are implementing actions which represent the City's adopted commitments to consistent actions which are intended to implement the community's broader goals and policies. The implementing actions are as specific as is appropriate given the City's current level of knowledge and consensus on each issue. Together, the goals, policies and implementing actions are meant to set-forth the City's vision of its future.

*The public review draft of the General plan will not contain visual references. Given the time constraints to complete the General Plan, visual references will be incorporated into the final General Plan document.*

The glossary, located at the rear of this document, defines technical terms.

### GENERAL PLAN DIAGRAM

The General Plan Diagram, located in the Land Use Element, depicts the desired ultimate land use pattern for the City, and is distinguished by a future district pattern of development. The Diagram must be used in conjunction with the Plan text in order to gain a full understanding of the City's existing community, adopted goals and policies, and vision of the future. The Land Use Classifications discussed in the introduction to the Land Use Element specify allowable density and intensity ranges for each land use category.



**TABLE 1**  
**ORGANIZATION OF THE GENERAL PLAN**

SAN PABLO GENERAL PLAN SECTION	STATE OR OTHER MANDATE	MAJOR ISSUES ADDRESSED	CLOSELY RELATED ELEMENTS
Overview	No	Themes of the Plan, using the Plan, planning area and planning sectors, public process and history of the community.	
Growth Management Program (Separate from General Plan)	Yes County Measure "C"	Performance standards for public facilities in relation to development.	Land Use, and Circulation and Public Facilities
Land Use Element (Land Use, Physical design and Economic Development)	Yes	Land use classifications, sets densities and intensities for development, creates a pattern of land use by Districts as illustrated by the General Plan Land Use Plan.	All
Circulation and Public Facilities/Services	Yes	Freeways, arterial and collector streets, trails, bikeways, transit, public infrastructure. (Element is in tandem with the Growth Management Element)	Land Use, Public Facilities and Services
Environmental Resources and Open Space	Yes Combines State-Mandated Open Space and Conservation elements	Management of different categories of creek corridors and open space lands as well as policies for conservation of natural and cultural resources.	Land Use, Public Facilities and Services (includes park and recreation), Circulation
Public Safety and Related Services	Yes Combines the State Mandated Noise and Safety Elements	Protection from geologic, seismic and soils hazards, drainage and flooding, urban fire hazards, hazardous materials, noise pollution, and emergency management.	Open Space, Circulation and Environmental Resource
Housing Element (Not a part of this update)	Yes	Provision and goals for housing needs	Land Use and Growth Management

## DEVELOPED AREAS

In addition to illustrating future land uses for areas that are to be reconfigured, the General Plan land use designations are applied to built-up areas that have been developed over time under changing regulations with a variety of densities and intensities. It is not the intent of the General Plan to create large numbers of nonconforming uses or structures, but the complexity of the land use pattern in some parts of the City makes it impossible for the General Plan Diagram to accurately reflect every pre-existing use, nor is it desirable to reflect them all at the General Plan level. Therefore, zoning regulations should not designate as nonconforming each use or structure that does not fall within the density or intensity standard of the General Plan use category. Correspondingly, the overall intent of the Land Use Plan is to establish districts which will afford the City an opportunity to more closely identify the appropriate zoning requirements in the future.

## AMENDMENTS TO THE GENERAL PLAN

From time to time, changes in policy as well as unforeseen opportunities or needs will require amendment of the General Plan. In an effort to prevent casual or automatic General Plan amendments, State law allows each mandatory element to be amended not more than four times per year, although there is no limit to the number of changes made during each amendment. Most requests are likely to be for map changes, but each must be screened for consistency with text policies. General Plan amendments are defined as projects under the California Environmental Quality Act (CEQA), and therefore will be subject to environmental review requirements.

Through the Implementation Program, the various Implementing Actions will be reviewed

and prioritized annually. During the first six months following adoption of the General Plan, the City anticipates making administrative adjustments to policies and implementing actions, under one of the four General Plan Amendment cycles allowed under State law. Correspondingly, amendments to the Land Use Plan will be discouraged for the first twelve (12) months after adoption of the General Plan in order to allow the City time to implement the General Plan and assess any impacts which may occur.

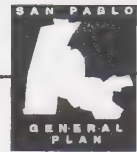
## HISTORIC AND CURRENT CONDITIONS OF THE CITY OF SAN PABLO

### CITY HISTORICAL PERSPECTIVE

From a pre-historical context, a 1980 study entitled "The Historical/Archaeological Preservation Element" indicates that the City of San Pablo contains a pre-historical heritage dating back 2,500 to 3,500 years before the founding of the Missions in San Francisco, Santa Clara and San Jose (late 1770's). In this regard, two Ohlone-Costanoan tribal colonies inhabited the area of San Pablo including the Huchiun (in the vicinity of San Pablo and Wildcat Creeks) and the Saclan.

The above noted study indicates that the first known Spanish settlement in San Pablo occurred in 1817 with the development of a farming adobe, somewhere between San Pablo and Wildcat Creeks. While this site was abandoned in 1823, the land in and around San Pablo (19,034 acres) was provisionally granted to Francisco Castro and became El Rancho de los Cuchigunes (later to become El Rancho de los San Pablo).

With the marriage of Martina Castro (the daughter of Francisco Castro) to Juan Bautista Alvarado, San Pablo became home to the first native born Governor of Alta California in



1848. Their homestead, the Alvarado Adobe, was known as one of the oldest and most picturesque in the State, and served as the family's home (along with the Castro family) until Alvarado's death in 1882.

During the period of 1850 to 1852, Euro-American settlers began to develop a town around the earlier settlements. San Pablo was an important community during the gold rush days because of its location on the major overland route to the gold fields. Correspondingly, between 1852 and 1940 the greater San Pablo area witnessed a growth of Portuguese, Irish, Italian and Japanese immigrants. During this time period a well-developed agricultural and nursery industry flourished in the vicinity, along with a large number of homes and businesses. With new development, but not station or direct connection to the railroads or water transportation, San Pablo's growth declined.

In 1910, much of San Pablo was subdivided into small lots for speculative sale and several housing tracts are developed in San Pablo including the Andrade Tract, The Soito Addition, Dover Villas and the Sunnyside Tract. The Bay Cities Coursing Track, a dog racing track on Church Lane, becomes a popular local attraction in 1920. By 1930, the Portuguese community becomes the dominant residents of the yet unincorporated City, with the Holy Ghost festival becoming a major civic event.

However, it was the Henry J. Kaiser Company shipyards on the Richmond inner harbor during World War II that brought a tremendous influx of residents to San Pablo. San Pablo's population rose from 2,500 in 1940, to 14,476 in 1950, to over 18,000 by 1945. This rapid and unplanned growth brought with it poor housing, infrastructure and (at the end of the War) increasing unemployment.

On its unofficial 125th birthday, San Pablo became an incorporated City on April 27,

1948. At the time, the City's first Mayor J.H. Crawford wrote:

" As 1948 draws to a close, I am pleased to extend the greetings of California's newest City..... San Pablo's business area in the center of this sizeable and fast growing population presents attractive sites for stores of all kinds..... A Master Plan for concentrating business, facilitating traffic and opening up large new business and residential areas has been prepared and construction of some portions of the new development will start in the City's first fiscal year..... In addition to business and industrial sites, the Master Plan provides for parks, playgrounds, schools, churches, libraries, ball parks and a civic center. It also provides for residential expansion for a total population of 100,000 people."

The City's first annual budget was \$170,266. Along with the establishment of a planning committee, a youth authority, and numerous construction activities, 1948 saw the development of the City's first Master Plan. Through a series of 12 public meetings, a Plan was developed to guide all phases of civic development. The Plan was based around area-wide transportation, following a program of State freeway plans, County development and a full-scale City street improvement program. The Plan also called for a comprehensive drainage plan, recreation sites ranging from 100' x 100' to 10 acres, and the elimination of dead-end and narrow streets.

In the 1950's, two major developments occurred, Brookside Hospital and Contra Costa College. The full-time general hospital and the 77 acre college represent the City's first major institutional partners.

During the 1960's, a large number of Mexican

and Central American immigrants settled in San Pablo, with bi-lingual education offered in the local schools. Similarly, the 1980's saw a number of immigrants from Southeast Asia settling in San Pablo, expanding the multi-cultural diversity that is central to the community today.

The City of San Pablo is located on the east side of San Francisco Bay in Contra Costa County. The incorporated City consists of approximately 2.5 square miles of urbanized area with a 1980 population of 19,000 residents. The 1995 population was 26,181. The City was incorporated in 1948; the first general plan was adopted in 1969.

### **1960 General Plan**

In 1960, the first General Plan was adopted by the City of San Pablo. The plan identified alternatives to reducing the strip retail commercial uses and increasing multi-family land use "until the most realistic solution is achieved."

As a foundation for the plan, seven studies were conducted and included:

- ◆ Land Use
- ◆ Circulation Survey
- ◆ Objectives, Principles and Standards
- ◆ Population, Employment and Economic Survey
- ◆ Schools, Parks and Recreation
- ◆ Central Business District
- ◆ Community Analysis for Urban Renewal

The Plan considered the changing demographics of the community including the rapid rise in population of 26.2% from 1950 to 1958, with projected increases to 25,000 in 1970 and 35,000 or full development in 1980. At the time, there were over 2,453 jobs for the City's 18,270 residents with the most prevalent local employment opportunities classified as Retail/Wholesale Trade (25.2%), Education

(23.9%) and Government (22.9%). Over half of those employed in the City were employed in the "operatives, craftsmen, foremen or kindred occupations" industries outside the City.

Unemployment was higher and average incomes (\$3,307) lower than other local cities. There was a high percentage (34%) of youth (persons age 15 and under).

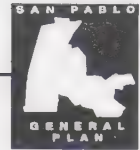
Over 125 acres of single-family development was accounted for between the period of 1940 and 1950, with over half of all residential structures in San Pablo built between 1940 and 1944. It was predicted that due to a lack of adequate building supplies and the quality of construction, many dwellings would be substandard in the next 20 years.

Retail was scattered with convenience shopping centers located at major intersections and no central retail shopping area. Approximately 3.5% of the land was industrial or commercial based (open storage yards). Institutional uses and the cemetery accounted for the other 5%. Davis Park, the schools and the adjacent Alvarado Park were the identified recreational resources available to the community

Highlights of planning proposals found within the 1960 General Plan include:

#### Residential

- ▶ The City was divided into nine residential planning districts based on location of schools and accessibility to neighborhood shopping, recreation and employment areas.
- ▶ Three residential planning districts were high density and located along the periphery of the Central Business District.



- ▶ Low Density was classified as 0 to 20 persons per acre; medium at 20 to 30 persons per acre and high at 30 to 100 persons per acre.

### Commercial

- ▶ A new central business district is planned in the old temporary war housing area of El Portal Park to give the City a strong focal point and identity.
- ▶ A second central retail area would be located at the intersection of Church Lane and San Pablo Avenue where some of the City's major eating places and its newspaper office was located.
- ▶ Four concentrated service retail centers are proposed at San Pablo Avenue and Lake Street; at Market and Thirteenth Street; at Market and 23rd Street; and at San Pablo Avenue and San Pablo Dam Road. The latter would be considerably larger due to the freeway interchange and proposed rapid transit terminal.

### Circulation

- ▶ Provision of Rapid Transit with a station located in the vicinity of East Shore Freeway and San Pablo Dam Road is expected by 1980.
- ▶ Creation of an east west freeway in the vicinity of San Pablo Creek was to be constructed.

### Public Facilities

- ▶ Develop a "Community Recreation Park" facility similar to Davis Park at Bay View School and the development of neighborhood parks on existing and expanded school sites.

- ▶ Develop small play lots for pre-school age children
- ▶ The City Hall site at Market and 21st Street may be expanded and developed as a civic center including the construction of a new library and office building.

### **Planning Activities Relevant to the 1960 General Plan**

- ▶ El Portal Shopping Center opened in 1962 providing over 50% of the City's taxable sales within a trade area that included Richmond, Pinole, El Sobrante and the unincorporated County areas.
- ▶ Vale Road became the major medical complex of the West County with the development of a number of medical office complexes, convalescent hospitals and nursing homes adjacent to Brookside Hospital.
- ▶ BART was proposed to be extended along the AT&SF railroad tracks.
- ▶ Most residential construction following 1960 was apartment development with an average size unit of less than 600 square feet and little open space.
- ▶ Contra Costa College moved to its campus in 1956 and grew to 4,800 students in 1970 with a projected growth to 7,500 by 1990. A campus master plan was adopted in 1956.

### **The 1971 General Plan**

The 1971 General Plan involved nearly 500 persons during a 6 year planning process which included gathering data on existing conditions, a constraints evaluation, and five months of



community forums culminating in the adoption of working goals and objectives to serve as a guide for the Plan. Six more months were spent on community forums and Planning Commission Study Sessions to develop a General Plan Map and text. By the time City Council adopted the Plan in January 1972, 35 General Plan community forums had been held between 1966 and 1971.

The General Plan introduced new designations for Residential Land Use and densities including Low Density at 7 to 12 units per acre; Medium at 22 units per acre; High at 42 to 62 units per acre and High Rise at 85 units per acre. Within the commercial designation, the plan introduced a Central Business District, a commercial service area, and neighborhood center area which identified desired business types.

The 1970 population was 21,461 with projections for 1990 at 38,000 persons based on increases to residential densities.

Population trends that the Plan responded to included an increase in age groups 55 and older, and a decrease in both family size (2.8 persons per household) and the proportion of relative population 15 and under. The projected completion of development, and the redevelopment of substandard units was to be in 1990. Other demographics included 6% of the population being non-white and 1.3 persons in the labor force per occupied housing unit. Although 32% of the homes were considered substandard, 78% of the population owned homes in the City, the average home was 820 square feet; valued at \$17,600 and had monthly rents at \$120.

The Land Use goals and policies of the 1971 General Plan can be summarized into the following subjects:

#### Residential:

High Quality Living Environment:

Improve existing building conditions, protect residential quality, extend public services/facilities, and encourage beautification.

Compatible Development:: Create harmonious and balanced residential land use, restrict heavy traffic on residential streets, and create reasonable transition areas.

Citizen Participation: Formulate neighborhood based individual neighborhood plans and inform and educate citizens on City actions.

Housing Balance: Develop a balance of housing types to serve all economic levels.

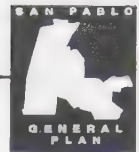
#### Commercial

Economic Development: Utilize City's central location for optimum amount of sound commercial development drawing on wide market potential and undertake development or redevelopment of commercial areas to compete with other regional centers.

Optimum Accessibility: Improve ease of access by all transit modes, improve major streets image (i.e. landscaped median strips, lighting etc), and conduct annual review of off-street parking to respond to changing commercial needs.

Commercial Complexes: create identifiable shopping complexes of complementary businesses in compact settings and promote non-commercial uses along under-developed major streets ("strip").

High Quality Architectural Design: enhance major entrances to shopping areas, continue substandard building



removal, screen non-conforming uses, encourage commercial associations.

### Traffic and Circulation

Maximum Service, Minimum Expense:  
Reduce traffic congestion, use of minor streets as alternate routes and encourage BART to expand through or adjacent to the City.

Maximum Service, Minimum Hazard:  
Create separation between vehicle and pedestrian areas, correct traffic hazard areas and protect users of school facilities.

### Public Facilities

High Quality Schools: Promote orderly expansion of schools in relation to population growth, serve appropriate neighborhoods and provide offstreet parking to protect residential areas.

Maximum Public Use: Locate new schools in developing areas, maximize educational, cultural and recreational use by public, and conserve open space by restricting development to second story.

The General Plan was organized in to 7 Basic elements and included Land Use; Housing; Circulation; Public Facilities; Beautification; Open Space and Conservation; and Seismic Safety.

Key policies found within these elements included renewal of substandard housing stock; creation of a Creek trail system, a Northwest Freeway extending from Orinda through San Pablo to the Richmond San Rafael Bridge, a full scale community park at Davis Park, and six neighborhood parks adjacent to the 6 elementary and middle schools in addition to a hillside recreational area in the

vicinity of Hillcrest Road..

Hillside recreational area in the vicinity of Hillcrest Road. The Alvarado Adobe (demolished in into an historic park Utilization of Cultural facilities at CCC Administrative body to review geologic and seismic hazards

An Amendment in 1972 moved the proposed Civic Center from 23rd to its current location; called for an additional overpass over Interstate 80 to give more direct access to proposed regional shopping complex; redesignated the hiking trail from San Pablo Creek to Wildcat Creek between 23rd and 13th Street; and modified the 4 lane parkway along the central section of San Pablo Avenue to be six lanes.

### **Post 1970 General Plan Planning Related Activities**

- Neighborhood Plans were published in 1971 for 7 San Pablo Neighborhoods including the Hillside, Alvarado, El Portal, Bayview, Rumrill, Dover and Emeric Neighborhoods.
- Zoning Ordinance Updated
- Regional Office Facilities are opened including Pacific Telephone and CSAA.
- The first Redevelopment area (South Entrance) followed by El Portal '71, Oak Park, Sheffield and Bayview
- Alvarado Square is completed.
- San Pablo Avenue widened between Church Lane and 23rd Street (78)

### **1980 GENERAL PLAN**

In order to draw a link to prior planning efforts in the City, the 1980 Land Use Element established a pattern for land uses and set standards for population density and intensity of development for the City of San Pablo through 1990 (For clarification, the General Plan is still in effect, and will be updated through this document).

The 1980 Plan suggested that San Pablo had experienced a physical transformation since the original land use element was adopted in 1971. Through the City's extensive redevelopment and housing programs, significant changes had occurred in both the residential and commercial areas of the City. In this regard, the emphasis of the 1980 Plan was to reduce densities in the City's multi-family residential areas and to consolidate the City's marginal strip commercial areas.

At the time, nearly 80% of the City's land area was included in one of five redevelopment project areas, therefore, the land use element and redevelopment plans were intended to be closely integrated. Correspondingly, the policies of the land use element were to support the City's redevelopment efforts and provide direction for future development in view of current population trends, municipal fiscal realities, and the desires of Community residents.

The primary goals of the 1980 Land Use Element are described below:

- ▶ Produce a stable, healthy, safe and aesthetically pleasing living environment.
- ▶ Provide a variety of affordable housing types to serve the needs of present and future residents of the Community.
- ▶ Encourage commercial development and consolidation of commercial uses that provide a variety of services.
- ▶ Promote industrial park development which will improve the City's economic base.
- ▶ Provide an adequate level of public services and cultural and recreational facilities for all residents.
- ▶ Preserve the City's natural features

(creeks, hillsides, scenic views and areas).

- ▶ Preserve cultural resources of historic, architectural and archaeological value.
- ▶ Promote high design standards for new construction through design review and citizen input.
- ▶ Encourage citizen participation in planning activities through neighborhood meetings and project area committees.

The above goals continue to remain as part of the values and vision of the community, as articulated through the community outreach process, and noted in the Overarching Community Themes section.

#### **Post 1980 General Plan Planning Related Activities**

- Hillside stabilization and reengineering.
- Construction of Princeton Plaza.
- Various roadway improvements (specifically in the Old Town area and the South Gateway).
- Development of affordable and senior housing.
- Renovation of Davis Park.

#### **OTHER RELEVANT PLANNING ACTIVITIES:**

**ECONOMIC DEVELOPMENT STRATEGY:** On November 16, 1992, the San Pablo City Council formally adopted a planning process to guide the development of an Economic Development Strategy Plan. The Council appointed a Strategy Plan Task Force to lead the planning effort. The Task Force was comprised of community residents and business leaders, many with specific expertise in economic development.

The Task Force was charged with developing recommendations and strategies for improving



San Pablo's overall business climate. Their Scope of Work as identified by the City Council was to:

- ▶ Establish a common level of understanding of economic development principles and concepts;
- ▶ Review and assess the economic development trends and policies of the East Bay, in particular Contra Costa County;
- ▶ Compile data on the existing economic conditions of San Pablo;
- ▶ Conduct an assessment of the City's strengths and weaknesses relative to promoting economic development;
- ▶ Assess community economic development needs;
- ▶ Identify constraints and solutions; and
- ▶ Develop a strategy plan and implementation measures.

In response to the above, the Task Force identified three common themes interwoven throughout the strategies and two major recommendations which are presented below. Task Force members believe that the result of their efforts is an attainable and feasible short- and long-range Economic Development Strategy Plan for the City of San Pablo. The strategies and actions can be grouped according to three major themes:

#### Image Enhancement:

Improving the City's image and capitalizing on the City's strengths as a means of attracting and retaining businesses and consumers.

#### Public Safety:

Building upon the existing public safety efforts of the City by identifying and mitigating any ongoing public safety concerns (real or perceived) toward the goal of providing and increasing consumer and business confidence.

#### Leadership Capacity Building:

Coordinating existing and future activities that will serve to recruit and educate residents, property owners and businesses in facilitating community development; and empowering community members to promote increased involvement and participation in the economic, neighborhood, and civic advancement of the City.

The establishment of a nonprofit Community Economic Development Corporation should be explored by the City. Such a nonprofit will be able to access various funding opportunities that the City cannot. As well, the nonprofit can have a board of directors and will have the ultimate goal of self sufficiency.

The Task Force realizes that many of the strategies cannot be implemented by the existing City staff and community volunteers alone. The Task Force believes the City should appoint an Economic Development Coordinator to be responsible for organizing and implementing the Strategy Plan. This person could coordinate all economic development activities for the City, including grant writing, developing and marketing of a business retention and expansion program, coordinating community leadership development activities, and working to establish a nonprofit Community

**GROWTH MANAGEMENT ELEMENT:** The City adopted the Growth Management Element in April, 1992 pursuant to the Contra Costa Transportation Improvement and Growth Management Program (Measure "C"). The Element establishes policies and standards for traffic Levels of Service (LOS), and performance standards for fire, police, parks, sanitary facilities, water and flood control in order to ensure generally that public facilities are provided consistent with adopted standards. Through adoption and implementation of this Element, the City intends to establish a comprehensive, long-range program which will match the demands for public facilities generated by new development with plans, capital improvement programs and development mitigation programs. The intent is not to limit growth, but to ensure that it takes place in a manner that will protect the health, safety and welfare of both existing and future residents of the City of San Pablo.

**EFFECTS OF NON-COMMERCIAL USES IN COMMERCIAL DISTRICTS:** Completed in September, 1994, the study titled *Effects of Non-Commercial Uses in Commercial Districts* analyzes the potential impacts of such development on the City. Some of the negative impacts found to potentially occur if non-commercial development is permitted in commercially designated areas include: a reduction in the long-term supply of land; loss of sites especially suitable for commercial uses; and reductions in the desirability of nearby sites for commercial conflicts.

## COMMUNITY OUTREACH PROCESS (SUMMARY)

As noted throughout this General Plan, the purpose of the update is to identify the vision and values which define the City of San Pablo, and to establish a set of goals and policies to enhance the quality of life for the community. In concert with this purpose, the San Pablo City

Council set forth an overall direction for community enhancement which centered on improving the City's image, increasing public safety and developing new areas of citizen leadership.

From the outset of the General Plan update, this process is a reflection of the aspirations of the community. In this regard, a primary focus was to promote opportunities for community outreach and facilitate public input as the basis for developing a coordinated vision for the future.

The following is a brief summary of the community outreach process. Through the initial five months, and on-going efforts, a substantial amount of effort has been devoted to community outreach. Correspondingly, the response by over 300 residents, business owners and community groups has illustrated the support for on-going improvement and enhancement of the City.

### PROCESS DELINEATION

The General Plan update process began with a briefing session on May 16, 1995 with the General Plan Guidance Committee (GPGC). Comprised of members of the Planning Commission and community leaders designated by the City Council, the GPGC meeting provided a regional and local overview of current conditions in the region, and set the basic parameters of what the community desired to accomplish through the outreach program. From that meeting, the Update Team established a program which focused on four areas of outreach:

- ▶ Community-wide Workshops
- ▶ District Workshops
- ▶ Individual community group working sessions and organization
- ▶ On-going coordination with the General Plan Guidance Committee

The City established a comprehensive mailing



list and produced newsletters after each major workshop. City staff also distributed handouts, fliers and door hangers throughout the community prior to every workshop to ensure that all residents, businesses and other interest groups were notified regarding the process.

Notifications and newsletters were prepared in English, Spanish and Laotian in recognition of the diversity of the community. Translators were made available at the majority of workshops.

## WORKSHOP SUMMARIES

### Alternative Futures Workshop

On June 24, 1995 the first community-wide or "kick-off" workshop was held at Maple Hall and the Civic Center courtyard. This workshop was entitled "The Alternative Futures Workshop," and was intended to set visions for the City's future.

The Alternative Futures Workshop, sponsored by the GPGC, featured an all day working session in which 75 people attended. The objective for this event was to explore alternative land use/economic scenarios for potential City futures.

To facilitate the discussion, the Update team drafted a brief Futures Primer Workbook that highlighted the findings from initial analysis efforts, summarized core policy issues and outlined economic scenarios that could meet San Pablo's fiscal objectives. The information provided at the workshop covered:

- ▶ Economic Findings
- ▶ Land Use/Circulation Findings
- ▶ Urban Design Findings
- ▶ Economic Policy Scenarios

The Alternative Futures Workshop was envisioned to be an interactive and team building event. The day was spent reviewing

opportunities and role-playing. The participants were broken out into seven "planning teams" and provided with a visioning kit to develop alternative scenarios for the San Pablo of the future.

To commence the workshop, a series of local and regional concepts were presented to the community as a starting point for the outreach process. These concepts included the following:

- ▶ SAN PABLO'S CONTEXT
  - Bay Area Growth
  - East and West County Growth Trends
  - County Transportation Projects
- ▶ SUBREGIONAL OPPORTUNITIES
  - Richmond Parkway
  - New Richmond Industrial Areas
  - Spin-off Opportunities
- ▶ BART AND LIGHTRAIL TRANSIT
  - Three Possible BART Routes
  - El Portal Station
  - San Pablo Avenue Lightrail
- ▶ DOWNTOWN
  - Role of El Portal
  - Civic Center/Alvarado District
  - San Pablo Dam Road/I-80 Entry Areas
- ▶ PUBLIC FACILITIES
  - Optimizing Existing Roadway Capacity
  - Community Parks and Open Space
  - Public Facilities
- ▶ CITY OF NEIGHBORHOODS
  - Location and Character
  - Neighborhood Commercial Services
  - Schools and Parks
- ▶ TRAVEL IMAGE
  - San Pablo Avenue
  - I-80 Entries
  - Other Primary Streets



- ▶ ECONOMIC OPPORTUNITIES  
Regional Market Opportunities  
Local Development Opportunities  
Development and Economic Strategies
- ▶ ANNEXATION  
Sphere of Influence  
City Services  
Tax Base

These concepts were supplemented by asking the participants to consider the following policy and related questions:

**Central Place** - Does San Pablo have a downtown? Should it?

**Neighborhood Centers** - Are neighborhoods well served by shopping?

**New Employment Opportunities** - Should we plan for more local jobs?

**Public Facilities** - Does San Pablo need more parks and community facilities?

**Neighborhoods** - Do neighborhoods need to be improved?

**Transportation** - Does San Pablo have adequate transportation?

**Other issues** - What other things are important?

The results of this workshop built upon the initial direction set forth by the City Council, and established the key discussion topics for the subsequent, more specific workshops. Through the overall discussion and role-playing activities, the common features which came out of the workshop included the following:

- ▶ El Portal should be redeveloped as a walkable downtown district.
- ▶ San Pablo should plan for and advocate for a future BART station at El Portal.

- ▶ 23rd Street should be revitalized as a pedestrian-oriented commercial services area.
- ▶ Industrial activities should be located in the Giant Road Business Park and along Rumrill Boulevard near the railroad tracks.
- ▶ The City should improve building and planning code enforcement in the neighborhoods.
- ▶ There should be more trees planted in San Pablo.
- ▶ The City should plan to increase the amount of community park space.
- ▶ Establish an entertainment area around the new casino.

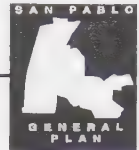
From the common features identified above, the Update Team compared and refined these ideas against further community input and technical information from BART, Contra Costa County, West Contra Costa Transportation Advisory Committee (WCCTAC), and other related agencies.

#### **Four District Workshops**

Based upon the community-wide ideas established at the Alternative Futures Workshop, the Update team conducted four District workshops with the intent to focus on the specifics of individual neighborhoods and areas of the City as identified at the Futures Workshop. These workshops included:

- ▶ Old Town (July 26, 1995)
- ▶ Central/El Portal (August 3, 1995)
- ▶ Rumrill/Bayview (August 10, 1995)
- ▶ Hillside/County Areas (August 16, 1995)

For each District workshop, participants focussed their discussion and reached



consensus on the following:

- ▶ City-wide Topics (as related to the District)  
Assets, Hurdles and Objectives
- ▶ District Specific  
Services and Amenities  
Neighborhood Character and Improvements
- ▶ Neighborhood Planning Policies

The following provides a summary of the "Consensus Planning Principles" from each of the four workshops. The term consensus is not intended to imply that all participants or issues were addressed. Rather, the items described below represent the major items of discussion and consideration for the General Plan.

#### SUMMARY OF OLD TOWN WORKSHOP

- ▶ Old Town neighborhood's historic character should be preserved. New development has to fit the neighborhood's scale, pattern and architecture.
- ▶ Due to the high density of Old Town, additional facilities, services and amenities need to be introduced - especially community policing.
- ▶ 23rd Street should be exclusively commercial north of Market Avenue, and multi-family housing south of Market Avenue.
- ▶ Small businesses should be allowed on Market Avenue, but automotive uses should be phased out.
- ▶ Commercial services should be improved and concentrated on the east side Rumrill Boulevard, and light industrial uses located on the west side

of Rumrill.

#### SUMMARY OF CENTRAL/EL PORTAL WORKSHOP

- ▶ The mid-San Pablo area (identified as a high density commercial district in the 1980 General Plan) should be redeveloped as a multi-family residential area. The housing should be complimented by streetscaping on San Pablo Avenue.
- ▶ Uses supporting the concept of a South Entry, adjacent to the Casino area becoming an entertainment district should be encouraged. This would include uses such as restaurants and entertainment activities.
- ▶ El Portal Center should be redeveloped to include multi-family housing. This would include improved commercial services in the El Portal area.

#### SUMMARY OF RUMRILL/BAYVIEW WORKSHOP

- ▶ Broadway Boulevard should be connected directly to Giant Road to take advantage of the enhanced regional access created by the new Richmond Parkway. This would include adding more commercial uses along the northern Giant Road area adjacent to the Parkway ramps.
- ▶ Small lot single family residential infill is appropriate for the Rumrill neighborhood, provided there are architectural guidelines.
- ▶ San Pablo Avenue should be improved north of 23rd Street by developing multi-family housing on the west side of the street between 23rd and Rumrill; adding a small civic park at the corner of Rumrill and Broadway; and adding landscaped medians to the avenue north of Rumrill to the northern entry of

## San Pablo.

- ▶ Code enforcement should be focused around the areas of Giant Trade Center and Leroy Heights.
- ▶ Police efforts should be focused around the areas South of Lake Elementary School, Mid-Broadway "Crack" Houses, and the Housing Authority area.
- ▶ More parks are needed, but there is not an obvious location due to the lack of ready sites.

SUMMARY OF HILLSIDE/COUNTY WORKSHOP

- ▶ Overall theme - Improve what already exists in the neighborhood.
- ▶ Do not increase the density of housing in the area.
- ▶ Develop design guidelines for vacant hillside lots.
- ▶ Improve the image and utilization of land along San Pablo Dam Road. Plan the road in a less of a "piecemeal" fashion.
- ▶ Improve the image of El Portal Drive by fixing the roads, landscaping and adding local serving commercial services (such as a coffee shop).

City Wide/Community Design Workshop

On August 29, 1995 40 residents participated in a Community Design Workshop, which featured seven design teams creating "concept" development plans including a kids and Spanish speaking teams. With the presentation of all seven "concept" plans, three Community Design Consensus Principles were developed. These include:

- ▶ El Portal Center redevelopment planning should include contiguous areas. Since the Alternative Futures Workshop, the redevelopment of El Portal Center as a mixed use central place for San Pablo has been a popular concept. Building upon this idea, the Community Design Workshop participants wanted to expand the scope of master planning the site to include Contra Costa College, 23rd Street linkages, and even the Civic Center area. The linkage between these areas ties together redevelopment of El Portal Center and 23rd Street with two popular community assets, Contra Costa College and the Civic Center.
- ▶ The General Plan should enhance the variety and quality of public and social places in the neighborhoods. Each team sought to provide safe communal and public places within the neighborhoods. Generally, there is an interest for more outdoor places. These include outdoor sitting and gathering places at commercial centers, using vacant land for community gardens, and getting more out of the existing parks by increasing the amount of civic events.
- ▶ The community wants a civic life that is celebrated in a pedestrian-friendly environment. The 1972 General Plan Design Element stressed the need for landscaping major public streets. It was concerned more with travel images than public places. Throughout the General Plan Update process, and reinforced by the Design Workshop participants, there has been a desire for civic places that are for pedestrian-oriented activities. The community is interested in maturing beyond a strip center town where they can celebrate their community life.



### **Economic Development Workshop**

On September 14, 1995 an open forum session was held with the community to overview the findings of the Economic Validation Analysis prepared as part of the General Plan update. Participants had an opportunity to discuss the key aspects of the 1993 Economic Development Strategy, and identify options for including economic enhancement strategies relative to the current market conditions in San Pablo and the surrounding region.

The discussion focused on market opportunities in terms of the 1993 Strategy and current conditions for housing, retail/commercial, employment/office, and industrial uses. Primary conclusions and recommendations were:

#### **Housing**

- ▶ Population growth has out paced housing growth.
- ▶ Most new development (since the 1980's) has been multi-family, and there appears to be a strong demand for additional multi-family development.
- ▶ The City has exhibited a strong rental market, with a pent-up demand for more rental property.
- ▶ There appears to be a strong demand for seniors housing.

#### **Retail/Commercial**

- ▶ The City contains an overabundance of retail space in residential areas. Retail uses should be focused and concentrated in strategic locations throughout the City in order to create the critical mass necessary to attract retail expenditures from outside of San Pablo.

- ▶ Opportunities to strengthen the retail base include lessening competition by decreasing the amount of "strip commercial" acreage and increasing the retail purchasing population by converting commercial acreage into mid and high-density residential uses.
- ▶ Redirecting regional serving retail back towards San Pablo Dam Road, with freeway visibility and easy access.

#### **Employment/Office**

- ▶ Very little professional office space exists in the City.
- ▶ The primary employers include Contra Costa College and Brookside Hospital, which accounts for 15% of the City's total employment.
- ▶ Potential opportunities exist for the City to work with the College on small business development programs.

#### **Industrial**

- ▶ The City's only major industrial facility is Giant Trade Center, which serves as incubator space for small commercial and industrial tenants.
- ▶ Opportunities exist to capture potential biotechnological suppliers and wholesalers through the overall expansion of this sector in the East Bay, and to expand industrial development with the advent of the Richmond Parkway.

Other items discussed included options related to redevelopment and fiscal activities to:

- ▶ Provide additional bonding capacity;

- ▶ Increase the revenue limit to continue the existing programs and institute new programs;
- ▶ Expand the existing Redevelopment Project Area to provide a more cohesive planning area.
- ▶ Merge the Sheffield Project Area into the existing Alvarado Merged Project Area to provide increased financial capacity.
- ▶ Diversify the retail base by selectively attracting suppliers and manufacturers which generate "business to business sales tax".
- ▶ Further investigate the market potential and site availability to expand Transient Occupancy Tax Revenues.

### **Implementation Workshop**

On September 23, 1995 the City conducted the last major City-wide workshop to bring closure to the ideas expressed throughout the community outreach process. This workshop focused on implementation issues in terms of establishing priorities and related preliminary actions for the General Plan.

Through a focused breakout group approach, the key topic areas discussed included:

- ▶ Public safety and police services/ Regional advocacy/ Empowerment and leadership development.
- ▶ Planning administration and regulations/ Economic development and redevelopment.
- ▶ Civic and public works/ parks and public services.

The following summarizes the major discussion points from the various groups. The preliminary policies and action statements

formulated during this workshop have been incorporated into the various Elements of the General Plan.

### **Public Safety and Police Services/ Regional Advocacy/ Empowerment and Leadership Development**

This group focused more towards non-physical planning issues, and dealt directly with how the community should organize its advocacy and public services to facilitate an improvement of the community's image and position within the region.

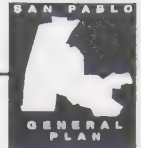
Corresponding to the above, the Group confirmed the notion of expanding police presence City-wide. Residents wanted to explore community policing techniques in the older/established neighborhoods. The feasibility and criteria for community policing were not determined, but parameters for implementing community policing, and expanded fire protection were discussed.

As part of the discussion, the notion of San Pablo playing a greater and proactive regional role was confirmed. To a certain degree, the success and on-going sustainability of San Pablo rests on the City's ability to identify regional opportunities, and how the City should monitor and advocate for projects and improvements that benefit the community.

In terms of empowerment and leadership building, the discussion centered around the continued community desire for growing new community leaders as an outgrowth of the 1993 Economic Development Strategy.

### **Planning Administration and Regulations/ Economic Development and Redevelopment**

Throughout the community outreach process, the community has expressed an interest in utilizing planning regulations and procedures to enhance the City's neighborhoods and image. This includes changes to the zoning



ordinance, design guidelines and increased code enforcement.

With respect to economic development and redevelopment, the community built upon the 1993 Economic Development Strategy and discussed policies which are intended to:

- ▶ Create local jobs;
- ▶ Enhance the City's tax base; and,
- ▶ Increase personal wealth and economic opportunities for San Pablo's residents.

### **Civic and Public Works/Parks and Public Services**

A number of public works concepts were discussed throughout the workshops. These included opportunities for street improvements, street trees, signage, utilities and traffic controls. Correspondingly, the community expressed a desire to expand open space and park facilities. Opportunities to provide for open space contiguous to existing school playgrounds at Bayview Elementary School and Davis Park, as well as smaller/neighborhood parks were a focal point of discussion.

### **GPGC Working Sessions**

(October, 1995 to March, 1996)

As noted previously, a General Plan Guidance Committee (GPGC) was established at the outset of the General Plan update to serve as an on-going forum and support group throughout the process. At the conclusion of the major community outreach process, the GPGC held a series of open public meetings to review and critique draft goals, policies and implementing actions, and serve as a sounding board to refine the key items to be included in the General Plan.

Starting in mid-October, the following provides a chronology of GPGC working meetings:

- ▶ Environmental Resources and Open

Space Element (October 17, 1995)

- ▶ Public Safety and Services Element (November 7, 1995)
- ▶ Circulation and Public Facilities Element (December 12, 1995)
- ▶ Land Use [definitions] Element (January 17, 1996)
- ▶ Land Use Element [remainder] (January 31, 1996)

### **Group Presentations and On-Going Community Group Organizing**

#### *Rotary*

Presentation, distribution of materials and discussion with members of the San Pablo Rotary Club at one of their lunch meetings.

#### *MacArthur Baptist Church*

Presentation, distribution of materials and discussion with members of MacArthur Baptist Church during one of their potluck dinners.

#### *Old Town Committee Meetings:*

Discussions and presentations on aspects of the General Plan pertaining to Old Town with reference to redevelopment plans completed by the Committee since the late 1980's.

#### *Los Cenzontles:*

Established a General Plan information and exhibit booth, handed out fliers and made announcements at the 'Las Fiestas Patrias' Mexico Independence Day Celebration at the Civic Center.

#### *Laotian Speaking Community Outreach:*

On September 23, 1995 a half day event was held with over 20 representatives of the Laotian speaking

community in San Pablo. The meeting, held at the Civic Center, included opening remarks from Mayor Barbara Vigil, a slide presentation and introduction to the role of local government, the purpose of a General Plan and a summary of community values and objectives based upon the overall outreach effort.

Subsequent to a question and answer session, the group went through an assets, liabilities and objectives survey, as well as a mapping/visioning session. The key objectives included:

- ▶ Better/improved public safety (greater police presence).
- ▶ Opportunities for small business development.
- ▶ Establish a community center for various multi-cultural residents and seniors.
- ▶ Create and provide more employment opportunities, and more "appropriate" business.
- ▶ Improve access to public transit, specifically targeted to children and seniors.
- ▶ More street improvements and development in underimproved or deteriorated areas.

As part of the update, various policies and action items have been incorporated to respond to the need for liaisons between the City and Laotian community.

#### *Laotian Community:*

Subsequent to the Outreach meeting with the Laotian community and business leaders on September 23rd, ongoing presentations and information was distributed at Laotian religious events and leadership meetings.

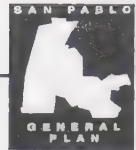
#### *Spanish Speaking Community Outreach:*

On October 7, 1995 an outreach event was held with members of the San Pablo Spanish speaking community, utilizing the same format used for previous workshops. In tandem with the discussion regarding the General Plan and local government, the participants of the event initiated a discussion on becoming better organized in order to expand involvement throughout the Latino community.

From an initial group of 15 persons, an organizing committee of 25 Latino community representatives (representing Central and South American cultures in San Pablo) conducted door to door and telephone surveys throughout San Pablo. The results of these efforts included the identification of several important values and the formation of a new community organization as summarized below:

- ▶ Key survey results included crime prevention, community services and a Latino community center, recreational opportunities and a soccer field, El Portal Center and local business development.
- ▶ Promocion Latina became a local organizational focal point for expanding community involvement.

With respect to Promocion Latina, a large scale community outreach event was held on February 25, 1996 at the Davis Park multi-purpose room. The event, attended by over 180 members of the Latino community and representatives from the City Council and City staff, was conducted in a



workshop format. This included an overview of the General Plan update and the role of local government, as well as developing a base of support for the future efforts of Promocion Latina.

After a series of presentations, including Latino radio talk show host Carlos di Marti, the attendees were assembled into four breakout groups to discuss the following topics:

- ▶ Crime prevention, gangs, drugs and graffiti.
- ▶ Community Services.
- ▶ Recreation and Sports - Establishment of a Soccer Field.
- ▶ El Portal Center and Local Business Needs.

Promocion Latina is anticipated to continue its efforts to expand involvement and participation in local government. The group is seeking to become a non-profit and establish a more formal operation.

## (OVERARCHING) COMMUNITY THEMES

As a result of the extensive community outreach, the following Overarching Community Themes were developed. These themes represent a major direction expressed by the community for the values and vision of the San Pablo in the future and have been organized into three groupings; Physical, Social and Institutional.

### PHYSICAL

- ▶ Improve the neighborhood livability by creating and enhancing the number of quality social, civic and community gathering spaces within the

neighborhoods through the establishment, protection and/or improvement of the schools, the neighborhood commercial centers, public facilities, mini-parks, unobstructed views to the creeks, hillsides and related physical features..

- ▶ Consolidate commercial uses into competitive, better-designed locations with integrated parking systems and a variety of quality social and gathering places at commercial centers to mature beyond the strip commercial development where the community can celebrate their community life.
- ▶ Establish a pedestrian-friendly circulation network (trees, lighting, paving) within and between each focal area of the community.
- ▶ Advocate for blight removal and improvement of dilapidated properties.
- ▶ Improve the image and become not only the geographic center of the West County but the social center through public improvements that reflect the diversity of the City, the establishment of neighborhood focal points (i.e., 23rd Street, Rumrill Blvd., Broadway Boulevard, Church Lane, El Portal Drive, and San Pablo Avenue), the construction of entry monuments or signs that highlight the City's diversity, and the development of pedestrian oriented walkways and open areas.
- ▶ Provide for alternative modes of transit in the development of a pedestrian, bike and public transit network and in the advocacy for BART or other regional transit.
- ▶ Continue the adobe/Spanish inspired architecture.

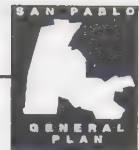
### SOCIAL

- ▶ Improve community facilities and services and their use through the appropriate educational promotional outreach to the respective communities.
- ▶ Recognize and build upon the multi-cultural heritage and future community demographic changes.
- ▶ Provide for the enhancement and development of youth programs and opportunities.
- ▶ Improve neighborhood livability by creating more public places, such as small parks on vacant lots. Residential areas should be planned with a neighborhood park and infill housing. Opportunities for community ownership and maintenance should be coordinated and encouraged.
- ▶ Increase the quality of shopping, better restaurants and more evening activities through beautification and the programming of community/civic events in parks and future pedestrian friendly environments and centers.
- ▶ Protect and maximize the use of the community's existing open space resources through policies and programs that focus additional use and enhancement of the creeks, school sites, the hillsides, and both public and private facilities that meet the community's needs. Expand outdoor facilities such as soccer and play fields.
- ▶ City partnership with commercial areas to coordinate special events and recreation activities with the possibility of including commercial centers within the recreational master plan.
- ▶ Districts and neighborhoods should reflect how people use and understand these areas, while seeking opportunities to increase the amount of affordable housing for seniors.
- ▶ Provide opportunities for the community to become involved in improving and taking ownership of the community.

### INSTITUTIONAL

- ▶ City shall view other public institutions as partners and advocate for their continued funding support and role in providing services and jobs for local residents.
- ▶ Lobby Contra Costa College for shared facilities for community use, for special events and in the growth in local serving education programs through partnerships with College District.
- ▶ Protect and enhance the schools and other large institutional providers as the centers to each neighborhood.

These priority themes are found throughout each of the four elements of the General Plan. In order to develop the most appropriate course for the next 20 years in respect to the above referenced Overarching Community Themes, five guiding principles have been developed for consideration when developing the policies and actions within each Element of the General Plan Update:



## REQUIREMENTS AND NEED FOR UPDATING THE GENERAL PLAN

### REQUIREMENTS

A city's general plan has been described as its development constitution (the set of policies within which development regulations and decisions must fit). The general plan is a statement of the community's vision of its long-term or ultimate physical form and, desirably, the framework for stable and clearly defined development policies.

The State of California's general plan law is a product of the incremental nature of the legislative process. The State mandates that each city and county have a General Plan that incorporates seven elements: land use, circulation, housing, open space, conservation, safety, and noise. Government Code 65301(a) allows a city to organize the elements, in any manner chosen, as long as all topics are covered.

All elements, whether mandated or optional, have equal legal status. Accordingly, the General Plan must be internally consistent, with no one element or section having precedence over another.

Based upon the above, the General Plan must be:

**Long-range:** In order to avoid incremental planning decisions which may occur over many years, and may eventually conflict with each other, the General Plan is intended to be long-range. It considers issues which may impact the community throughout the next two decades.

**Comprehensive:** The Plan must coordinate all major components of the community's development, covering the entire incorporated area of the City, as well as any other land

which bears relation to the City's planning. In addition, the Plan must address the full range of issues associated with the City's physical development.

**General:** Because it is long-range and comprehensive, the Plan must be general. The Plan's purpose is to serve as a broad framework for detailed public and private development proposals. It establishes requirements for additional planning studies where greater specificity is needed before the City can act on development proposals.

**Internally Consistent:** This requirement is established by State law (Government Code Section 65300.5) and interpreted in several significant judicial decisions. The Code sets forth that all parts of the Plan (text, diagrams and figures in all elements) must be fully integrated and not conflict with each other.

The Plan is a tool that assists decision makers well into the future in formulating and implementing community decisions. It consists of a Diagram (a drawing that shows the physical arrangement of the community and the relationships among land uses, facilities and resources), formal policies and implementing actions, and descriptive narratives. The Plan has four main purposes:

- ▶ To enable the Planning Commission and City Council to reach agreement on long-range development policies;
- ▶ To provide a basis for judging whether specific private development proposals and public projects are consistent with policies;
- ▶ To allow other public agencies and private developers to design projects that are consistent with City policies, or to seek changes in those policies through the process of amending the General Plan; and

- ▶ Provide an agreement among different agencies for development in the unincorporated part of the community.

### NEED FOR UPDATE

**State of California:** Corresponding to the above, the State of California - Office of Planning and research (OPR) issued the City a letter on September 30, 1994 approving a time extension for updating the General Plan. This letter indicated that, under the provisions of Government Code Section 65361, the City would be granted an extension for the period from September 30, 1994 to September 30, 1996 in reference to the findings pursuant to City Council Resolution No. 94-108. In making this findings, OPR indicated that " the grant of this extension temporarily releases the City from the requirement that it maintain a complete and adequate general plan".

In addition to granting the above referenced time extension, OPR established a set of conditions for land use activities during the update process. Having complied with those conditions, this General Plan update has been prepared consistent with the requirements set forth by OPR and the State of California.

Throughout the City's history, numerous General Plan elements have been prepared and adopted. These elements, and their most recent adoption or amendment dates, include the following:

**Land Use Element**  
October 6, 1980

**Circulation Element**  
October 6, 1980

**Open Space & Conservation Element**  
October 15, 1973

**Seismic Safety Element**  
October 15, 1973

**Public Safety Element**  
May 24, 1976

**Scenic Highways Element**  
May 24, 1976

**Noise Element**  
May 24, 1976

**Public Facilities Element**  
January 3, 1972

**Beautification Element**  
January 3, 1972

**Housing Element**  
1992 (separate report)

**Growth Management Element**  
1992 (separate report)

Due to the length of time which has elapsed since each of these elements were adopted, the City began a complete revision of the current General Plan in 1995. A major focus of the General Plan revision is to strengthen the Plan's ability to serve as a guide for the design of public and private development projects, and to set forth a program of community enhancement.

The intent of this update is to eliminate any obsolete elements, ensure legal conformity with State planning laws, revise elements to include current community data and desires, and adequately plan for future regrowth and the needs of the community. The revised Plan was prepared in concert with a Contra Costa County Transportation Authority traffic model, and coordinates future development activities consistent with the provisions of the Growth Management Element.

At the completion of the Plan revision, all elements will be combined into one document,



with the exception of the Housing Element and Growth Management Element. Both the Housing and Growth Management Elements will remain as separate, but interdependent, elements of the General Plan. Upon adoption of the Plan, the zoning ordinance will be updated as envisioned by the General Plan.

#### **REGIONAL AND LOCAL AGENCIES**

The following is a summary of the major regional and local agencies which have a relationship to the City of San Pablo.

#### **Land Use and Planning**

##### **CITY OF RICHMOND**

The City of Richmond shares common boundaries with the City of San Pablo, as well as interest in the area of North Richmond. Through the 1994 General Plan update, the City of Richmond recognized the relationship between the two cities. Correspondingly, reference to the City of Richmond is contained throughout this General Plan update.

##### **CONTRA COSTA COUNTY**

The County has jurisdiction over lands to the east and west of San Pablo, including the Hillside areas, North Richmond and El Sobrante.

##### **ASSOCIATION OF BAY AREA GOVERNMENTS (ABAG)**

A regional agency whose primary goal is to improve air quality through local plans and programs for nine Bay Area counties: Napa, Sonoma, Marin, Solano, San Francisco, Contra Costa, San Mateo, Alameda, and Santa Clara. ABAG also promotes air quality related traffic policies for general plans, such as restricting parking requirements, establishing policies for alternative

modes of transportation, and providing pedestrian and bicycle facilities.

#### **Transportation and Circulation**

##### **AC (ALAMEDA/CONTRA COSTA) TRANSIT**

Provides inter-regional and local bus service to and within the City of San Pablo and Alameda and Contra Costa Counties.

##### **Bay Area Rapid Transit (BART)**

BART provides rail transportation services to Bay Area cities such as Berkeley, Oakland, San Francisco, and Fremont. BART has long range plans to extend its Richmond Line to San Pablo to provide a direct link to much of the Bay Area region.

##### **CONTRA COSTA TRANSPORTATION AUTHORITY (CCTA)**

Designated by the County as the Congestion Management Agency for the County. Responsible for preparing a Congestion Management Program and addressing Measure "C" transportation issues for the western part of the County.

##### **WEST CONTRA COSTA TRANSPORTATION ADVISORY COMMITTEE (WCCTAC)**

Provides an extensive transportation planning and policy framework for the region and City of San Pablo.

##### **CALIFORNIA DEPARTMENT OF TRANSPORTATION (CALTRANS)**

Caltrans is charged with the management and operations of major interstates and the freeway system. As related to San Pablo, Caltrans has

jurisdiction over Interstate 80 which traverses in a north south direction through the City.

### **Air Quality**

#### **BAY AREA AIR QUALITY MANAGEMENT DISTRICT (BAAQMD)**

The BAAQMD is a regional air quality monitoring network that regulates and tracks outdoor levels of air pollution in nine Bay Area counties: Sonoma, Napa, Marin, Solano, San Francisco, Contra Costa, San Mateo, Alameda, and Santa Clara. They implement plans and rules to reduce existing and limit new sources of air pollution. Bay Area AQMD promotes air quality related traffic policies for general plans, such as restricting parking requirements, establishing policies for alternative modes of transportation, and providing pedestrian and bicycle facilities. They are also responsible for implementing policies that identify and evaluate risks from air toxic sources for the San Francisco Bay Area.

### **Public Services and Utilities**

#### **WEST CONTRA COSTA UNIFIED SCHOOL DISTRICT (WCCUSD)**

Provides public school services to the cities of San Pablo, El Cerrito, Hercules, Pinole, and Richmond and unincorporated areas including El Sobrante, Kensington, North Richmond, and Tara Hills. The school district also provides the resources and guidance necessary to ensure an atmosphere conducive to learning by providing a stimulating environment in which students develop their skills, abilities, and talents to their fullest potential. WCCUSD also participates in

the planning for the use and upgrading of school facilities in coordination with the East Bay Regional Park District.

#### **CONTRA COSTA COUNTY OFFICE OF EMERGENCY-DISASTER SERVICES**

Contra Costa County operates its own local emergency response agency in the Office of Environmental Health. Emergency Response personnel are available to respond to a hazardous materials release around the clock, seven days a week. Personnel are able to contact fire or law enforcement agencies of human health and safety, as well as environmental requirements for mitigation and cleanup in the event of a release of hazardous materials.

#### **PACIFIC GAS AND ELECTRIC COMPANY**

Supplies electricity and natural gas to the City of San Pablo. PG&E's regulation is administered by the California Public Utilities Commission. The City's Building and Public Works Departments oversee some PG&E infrastructure improvements within the City limits.

#### **EAST BAY MUNICIPAL UTILITIES DISTRICT (EBMUD)**

The agency responsible for supplying water to the East Bay including the City of San Pablo. Water for the City of San Pablo is derived from the San Pablo Reservoir. EBMUD adopted a Water Conservation Master Plan in 1994 that provides incentives and rebates, stringent regulatory control, research through monitoring, survey, and reclaimed water use, and education regarding water conservation measures for the District.



## WEST CONTRA COSTA INTEGRATED WASTE MANAGEMENT AUTHORITY

Established by the California Integrated Waste Management Act of 1989 to incorporate a new integrated waste management planning process, including requirements for counties and cities to meet adopted waste diversion goals for source reduction, recycling and composting programs.

### PACIFIC BELL

Pacific Bell Corporation provides local telephone service to the San Pablo area. Pacific Bell can provide infrastructure improvements that upgrade communication lines for data transfers along the information superhighway. Pacific Bell's regulation is administered by the California Public Utilities Commission.

### EAST BAY REGIONAL PARK DISTRICT

Maintains and manages two regional parks near the City limits of San Pablo. The Park District plans for recreational uses and conducts studies on trail feasibility exploring the land use, environmental, and economic benefits of greenway systems. Works with the Community Development Department's Public Works Division in planning and managing park facilities in the City.

## Hydrology, Flooding, and Water Quality

### CONTRA COSTA COUNTY DEPARTMENT OF HEALTH SERVICES

Issues permits for installation and removal of underground storage tanks.

## Vegetation and Wildlife

### CALIFORNIA DEPARTMENT OF FISH AND GAME

Asserts authority over wetlands (under five pieces of legislation) within the state either through review or comment on Corps Section 404 permits, preservation of state listed species habitat (CESA), or through stream and lake bed alteration agreements. CDFG also has authority to oversee work in streams and lakes pursuant to Fish and Game Code Sections 1600-1607.

## Hazardous Materials and Wastes

### CONTRA COSTA COUNTY

The Hazardous Materials Division of the Contra Costa Health Services Department oversees cleanup of contaminated soil sites in the County.

### CALIFORNIA ENVIRONMENTAL PROTECTION AGENCY

The state-equivalent of the U.S. Environmental Protection Agency which produced the *Hazardous Wastes and Substances Sites List* identifying sixteen properties in the City of San Pablo known to be environmentally impaired, mostly resulting from UST's that leaked or were abandoned.

### CALIFORNIA HIGHWAY PATROL AND DEPARTMENT OF TRANSPORTATION

Both agencies regulate the transportation of hazardous waste and materials.



## Cultural Resources

### STATE OF CALIFORNIA OFFICE OF HISTORIC PRESERVATION

Keeps a running list of cultural resources in the State of California deemed historically significant such as buildings or structures over forty-five years old.

## PLANNING AREA DEFINED

### EXISTING CITY BOUNDARIES

The City of San Pablo is located along I-80 and is inland from the east side of San Pablo Bay. The City is bounded predominantly by the City of Richmond; the unincorporated community of El Sobrante is located to the north and south of the eastern extension of San Pablo. Other unincorporated areas in Contra Costa County are located north, east and west of the City. The northern tip of Wildcat Canyon Park abuts the City's southeastern border. Figure I.1 shows the City boundaries and regional location. The City of San Pablo encompasses about 2.6 square miles.

### PLANNING AREAS AND POTENTIAL ANNEXATION AREAS

The City's Sphere of Influence (SOI) refers to unincorporated areas that may be ultimately annexed and served by the City. These unincorporated areas are currently under County jurisdiction. The City's SOI encompasses the Rollingwood residential area, which is located along El Portal Drive and I-80 at the City's northeastern border; and the Hillside neighborhood, which is adjacent to the northern boundary of Alvarado Park at the eastern edge of the City. The Planning Area includes the city boundaries, SOI and areas that bear some relation to the City's planning activities (State of California, 1990). The San Pablo Planning Area extends to the limits of the

SOI.

## CONFORMANCE WITH THE VERTICAL CONSISTENCY PRINCIPLES

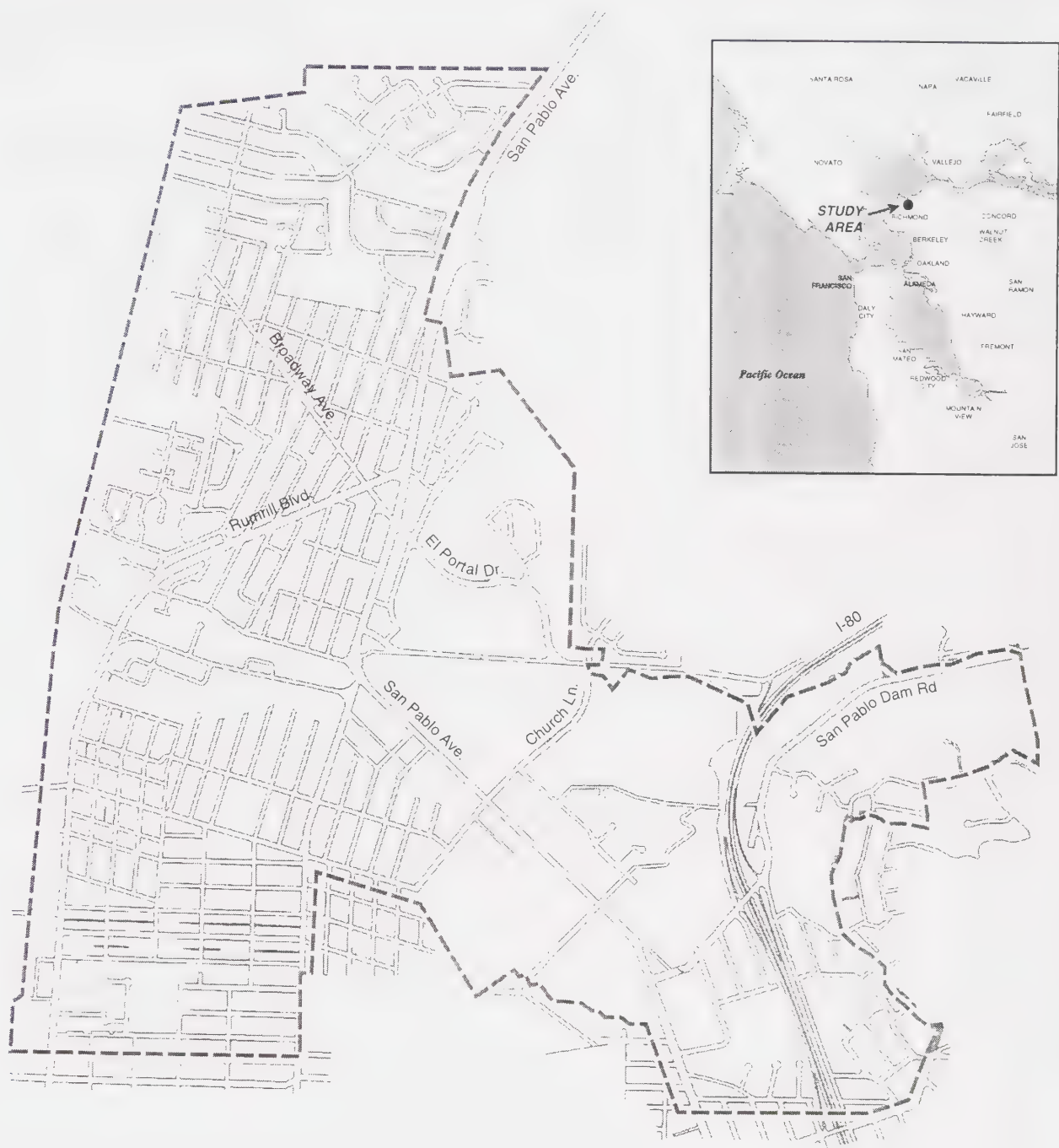
The General Plan provides the broadest definition of City regulations, policies and programs that relate to community growth and enhancement. In addition to requiring that the Plan be internally consistent, the State has identified the principle of "Vertical Consistency" (consistency between the General Plan and other City actions) as part of the update process. This requirement means that the City's zoning and subdivision ordinances, specific plans and redevelopment plans must be consistent with the General Plan. In addition, all development approvals, public works projects, open space implementation programs and similar activities have to be consistent with the General Plan.

The State's General Plan Guidelines provide the following rule for defining consistency: "An action, program or project is consistent with the general plan if, considering all its aspects, it will further the goals and policies of the general plan and not obstruct their attainment."<sup>1</sup> This rule clarifies that consistency does not require all subsequent City actions to be specifically anticipated by the General Plan. Because the Plan is both broad and long-range, there are many circumstances where future City actions will be addressed only briefly in the Plan, or may be unanticipated.

### CONSISTENCY BETWEEN THE PLAN AND ZONING:

The City's Zoning Ordinance is one of the most important tools for implementing the General Plan. Requirements for consistency between the General Plan and zoning are summarized into three areas<sup>2</sup>:

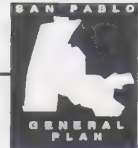
**USES AND STANDARDS:** The General Plan's land use classifications are more general than the



Source: Environmental Science Associates

**Figure I.1**  
Project Location

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Zoning Ordinance classifications. For example, the General Plan has four different categories for residential use (including Mixed Use), while the zoning ordinance is likely to have more. Multiple zoning districts may be consistent with a single General Plan residential classification, as long as all of the densities and unit types allowed in each zoning district are also permitted in the relevant General Plan category.

As proposed through this General Plan, while the City has a standard set of zoning definitions which are applied City-wide, several of the Districts envisioned by the Plan are proposed to be implemented through updates to the zoning ordinance, design guidelines, and/or specific plans. Specific Plans provide the City with certain flexibility in terms of establishing a modification to the zoning standards for a certain District, or to establish a set of standards for a type of land use throughout the community.

**SPATIAL CORRELATION:** The Zoning Map should reflect the general pattern of land use depicted on the Plan Diagram. However the two need not be identical. Boundaries of land uses classifications depicted on the General Plan Diagram are generalized; zoning boundaries are typically more precise and parcel specific. In instances where more than one zoning district corresponds with a single General Plan land use classification, boundaries for the districts are typically created within the area of the corresponding use depicted on the Plan Diagram.

**TIMING:** State law allows a "reasonable time" for reconciling any inconsistencies between the zoning ordinance and the General Plan<sup>3</sup>.

Based upon the items outlined above, the City will have a reasonable period of time within which to review the zoning code against the General Plan. Given that the Plan proposes an incremental and District approach to

development, the City has several options including designating Districts as Specific Plan zones, or Special Use overlay zones, or preparing an overall update to the Code.

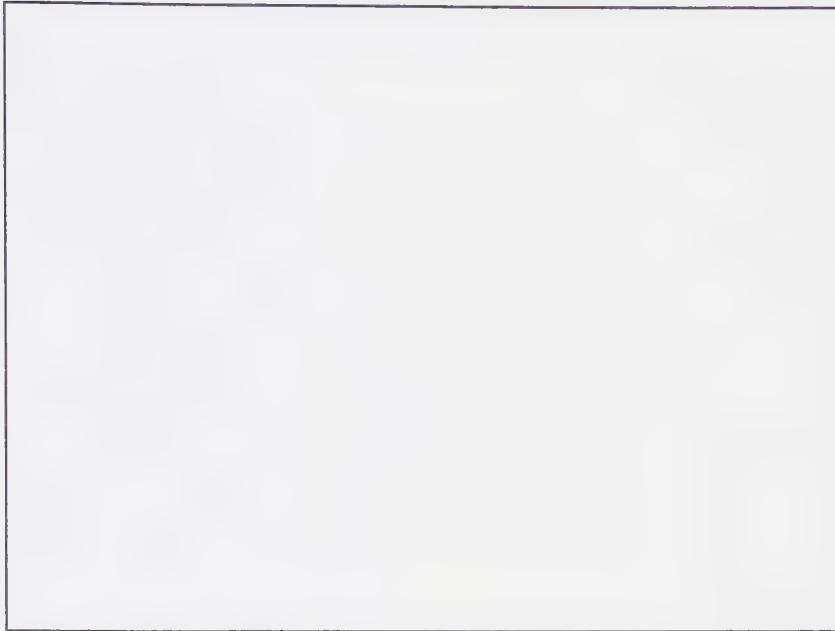
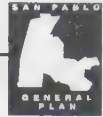
1. *General Plan Guidelines*. Governor's Office of Planning and Research, Sacramento, CA, p. 212.
2. *ibid.* p. 214.
3. California Government Code 65860 (c).

# Land Use, Economic Development and Community Design



- 
- ☐ Introduction
  - ☐ Future Annexation
  - ☐ Intent of the General Plan Diagram:  
Establishing Land Use Designations
  - ☐ General Plan Land Use Designations
  - ☐ Zoning Categories
  - ☐ Urban Design and Economic Development
  - ☐ Existing Residential Neighborhoods
  - ☐ District Definitions





*Figure 1 Land Use Image*

## ELEMENT ORGANIZATION

This Element establishes the overall goals, policies and implementing actions related to the mix, intensity and pattern of land uses for the City. Corresponding to the land use activities, the Element contains a series of actions relevant to the future economic vitality and urban design of the community, on a District by District approach to community-wide enhancement.

The Land Use Element is the core of the General Plan and establishes a framework of objectives and implementing policies which will guide the community's physical form and growth throughout the next twenty years. As a statement of intent and policy, the following items are discussed within this Element.

## INTRODUCTION

### BACKGROUND

The City of San Pablo has traditionally been a residential enclave, or "bedroom community" for surrounding industrial areas and other employment centers. By considering the City's past, recognizing changes over the last twenty years and listening to the current needs and concerns of the community, the General Plan Update process has resulted in a rare opportunity to help guide the direction of the City's future.

The City is physically comprised of distinctive neighborhoods defined by the age and pattern of development, topography and natural features and institutional focal points. But just as importantly, the community is also defined by its changing demographics, multi-cultural population and age groups, transitioning economic base and other socioeconomic factors. As directed by the City Council, this General Plan Update considers these physical and social conditions within the Land Use Diagram and corresponding goals, policies and implementation measures.

- ▶ Description and location of land use classifications;
- ▶ Projected development and redevelopment areas;
- ▶ Location and density of residential and non-residential areas;
- ▶ Designation of environmental management and conservation areas; and
- ▶ Provision and enhancement of community features through District definitions.

## CONSISTENCY WITH STATE PLANNING LAW

In order to appropriately plan for the community's future population growth and needs, the Land Use Element establishes provisions for the distribution of land uses and intensities, population densities, and building intensities. By setting forth a framework for growth, and the location and intensity of future development, this Land Use Element has been prepared consistent with California state planning law.

California state law requires that a land use element be included within a General Plan (Government Code Section 65302 (a)) and more specifically mandates that the element designate:

"...the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan..."

This Element has been prepared in conformance with the requirements and intent of California state law.

**Figure 2** City of San Pablo in Relation to Unincorporated Areas of Contra Costa County.

## FUTURE ANNEXATION

Land that is unincorporated is under the jurisdiction of Contra Costa County, and County zoning regulations apply. The City's General Plan designations for these areas indicate long-term uses that the City may wish to see realized through annexation into the City. In the event that land is annexed to the City, re-zoning will occur to reflect the City's General Plan designation and corresponding zoning.

Based upon community input and the City's existing Sphere of Influence, the unincorporated area of Rollingwood and the Hillside neighborhoods have expressed an interest in being annexed by the City. Correspondingly, the Community of El Sobrante has indicated their willingness to remain as part of Contra Costa County, and jurisdiction over North Richmond is being debated by the County and the City of Richmond.



## INTENT OF THE GENERAL PLAN DIAGRAM: ESTABLISHING LAND USE DESIGNATIONS

The basic intent of the General Plan Land Use Plan (**Figure 1-3**), and corresponding designations, is to draw together all of the physical, economic, social and environmental features of the City into a 20 year vision of the future. Correspondingly, the Land Use Plan Diagram assists the community, businesses and decision makers with programs and activities for the growth and sustainability of San Pablo.

The following land use designations described within this General Plan are generally consistent with the City's prior General Plan:

- ◆ LOW DENSITY, SINGLE-FAMILY RESIDENTIAL
- ◆ MEDIUM DENSITY, MULTI-FAMILY RESIDENTIAL
- ◆ HIGH DENSITY, MULTI-FAMILY RESIDENTIAL
- ◆ COMMERCIAL
- ◆ INDUSTRIAL
- ◆ PUBLIC/SEMI-PUBLIC, INSTITUTIONAL
- ◆ OPEN SPACE, MULTI-USE CORRIDOR
- ◆ MIXED USE DESIGNATION

The addition of a Mixed Use land use designation and adjustments to the allowable distributions and mix of uses of some designations are the only two areas where the previously adopted General Plan and this revised General Plan differ. The mix and distribution of proposed land uses are a direct result of community input, the Background Report and the Economic Validation Report. The Land Use Plan represents a graphic depiction of the goals and values of the community. Table 1-1 shows maximum development scenarios based on the Land Use Plan and the Economic Validation Report.

### LAND USE STANDARDS

State General Plan law requires the establishment of population density and building intensity

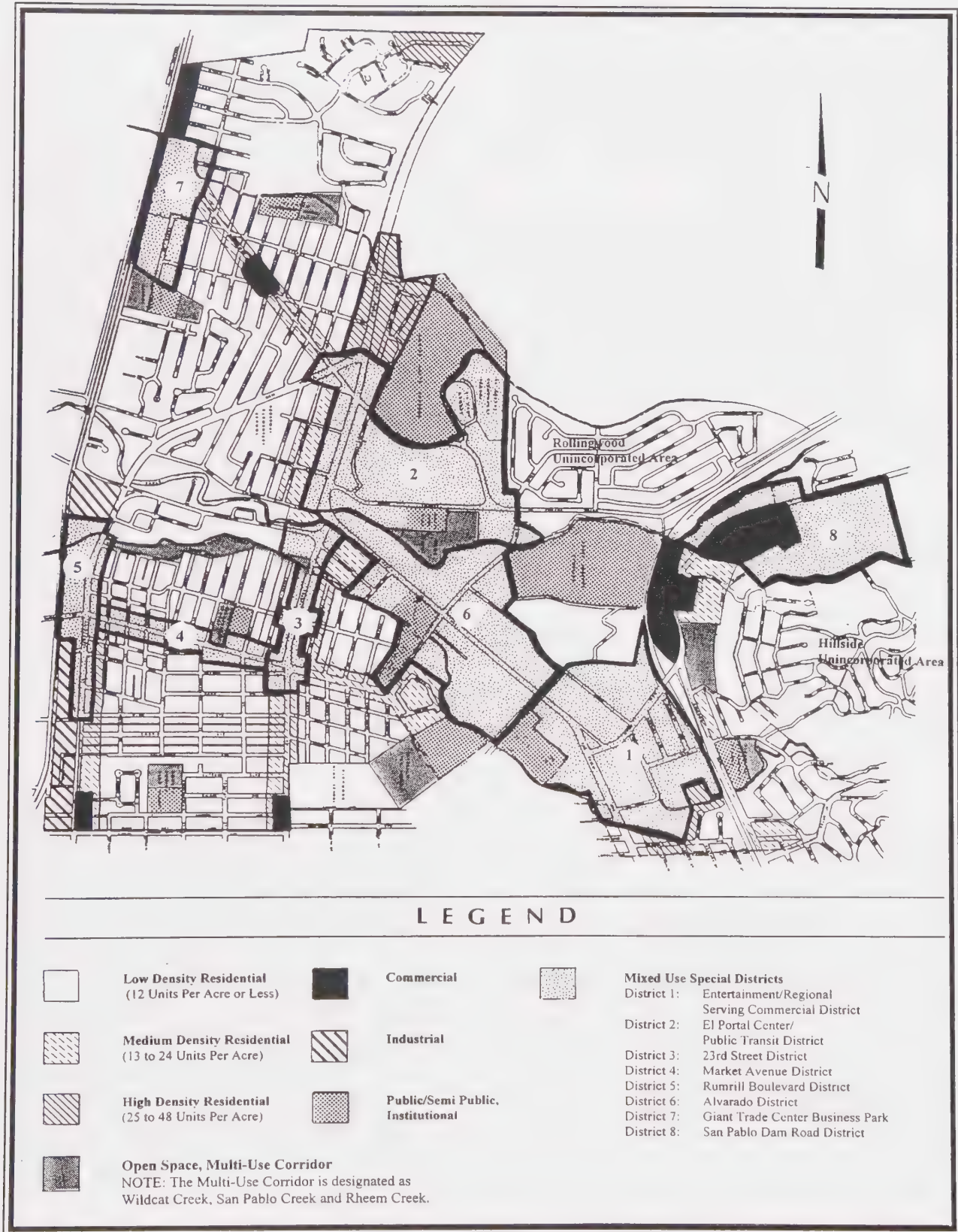
standards for each land use classification. Residential density is expressed in dwelling units per gross acre (du/acre); population density is obtained by multiplying the residential density by the average number of persons per dwelling unit. Nonresidential land uses use a maximum permitted ratio of gross floor area to site area (FAR) standard. FAR is a broad measure of building intensity that controls both visual building bulk and traffic generation.

The maximum density and intensity standards described in each land use designation do not imply that development or redevelopment projects will be approved at the maximum density or intensity specified for each use. Zoning regulations consistent with General Plan policies and/or site conditions may modify the development potential within the stated ranges.

### DIFFERENCES BETWEEN GENERAL PLAN LAND USE DESIGNATIONS AND THE ZONING ORDINANCE

Land Use Designations establish general categories and densities for allowable uses. Designations carry with them the intent of land use for a parcel or area, and establish the framework for future development or redevelopment activity.

The following land use descriptions are adopted as General Plan policy and are intentionally broad categories to avoid duplication of City zoning regulations. These designations group compatible land uses and are the planning framework for future development. Zoning categories contained separately from this General Plan within the Zoning Ordinance are more specific and narrowly defined forms of development and used as implementation tools in fulfilling the General Plan's long-term vision of future development. More than one zoning category may be consistent with a single land use designation, and some revisions to the Zoning Ordinance will be necessary to implement the General Plan.



Source: City of San Pablo

Figure 3 Land Use Plan



**TABLE 1.1 MAXIMUM DEVELOPMENT SCENARIOS**

<u>Updated General Plan</u>		<u>Intensity/Density</u>		<u>Maximum</u>	<u>Dwelling</u>
Designation	Acres	FAR	U/AC	Sq. Ft.	Units
Single-Family Residential	830		1-12		9,960
Multi-Family Residential					
Medium Density	106		13-24		2,544
High Density	58		25-48		2,784
Mobile Home Parks/a/	--				
Commercial					
Neighborhood Commercial/b/	10	0.4		174,240	
Light Commercial/b/	--	0.4			
Regional Commercial/b/	12	0.5		261,360	
Heavy Commercial/b/	--	0.4			
Office/b/	--	0.75			
Mixed Use					
District 1: Entertainment/Regional Commercial District	75			1,437,480	245
District 2: El Portal/Public Transit District	110			1,097,712	1,188
District 3: 23rd Street District	22			309,276	192
District 4: Market Avenue District	17			67,518	432
District 5: Rumrill District	29			496,584	96
District 6: Alvarado District	104			638,154	2,100
District 7: Giant Trade Center District	28			435,600	144
District 8: San Pablo Dam Road District	63			226,512	720
Industrial	28	0.6		731,808	
Public/Semi-Public					
Community Open space/b/	52				
Urban Open Space/b/	--				
Public Facility	114				
Total	1,658			5,876,244	20,405

/a/ Included within the medium- and high-density acreage counts.

/b/ Definitions within the General Plan that are provided for in various Mixed Use Districts and/or designations.

Note: Maximum development figures are based on FAR or DU/acre applied to gross acreages. Estimates represent totals for all parcels, including those that are already developed. Figures for parcels that are fully or partially developed may or may not reflect the actual densities of existing built space.

SOURCE: City of San Pablo and Environmental Science Associates

Zoning reflects the next level of detail, with the Zoning Ordinance establishing more specific standards such as building heights, setbacks, permitted/conditionally permitted and restricted uses, parking requirements, and landscaping standards.

reconciles any changes between the 1980 General Plan designations and this update. Further, Table 1.3 provides an acreage summary of land use (by category) in order to illustrate existing land use, existing Zoning (prior to the update), land use envisioned by the 1980 General Plan and the land use pattern as envisioned through this General Plan Update.

## GENERAL PLAN LAND USE DESIGNATIONS

The following provides a description of the land use designations as related to the General Plan Update. For clarification purposes, Table 1.2

<u>Existing General Plan</u>	<u>Updated General Plan</u>
<b>Residential</b>	
Low-Density Residential (7-12 DU/acre)/a/ Medium-Density Residential (12-24 DU/acre)	Low-Density Single-Family Residential (1-12 DU/acre) Medium-Density Multi-Family Residential (13-24 DU/acre)
High-Density Residential (24-42 DU/acre)	High-Density Multi-Family Residential (25-48 DU/acre) Planned Residential (overlay) (12-24 DU/acre)
<b>Commercial</b>	
Commercial Commercial/High-Rise Commercial/Medium Density Residential	Commercial (0.4-0.75 FAR)/b/
<b>Mixed Use</b>	
None	Mixed Use (0.75 FAR)
<b>Industrial</b>	
Industrial	Industrial (0.6 FAR)
<b>Public/Open Space</b>	
Parks and Open Space Public/Semi-Public	Public/Semi-Public (Institutional, Civic, Open Space-Preservation, Open Space - Recreation, Non-Recreational Open Space)
<hr/>	
/a/DU=Dwelling Units; FAR=Floor Area Ratio	
/b/Includes Neighborhood, Light, Regional, and Heavy Commercial, and Office.	

**Table 1.2 Land Use Designations in Existing and Updated General Plans.**



	<u>Existing</u> <u>Land</u> <u>Use/a/</u>	<u>Existing</u> <u>Zoning/a/</u>	<u>1980 General</u> <u>Plan/b/</u>	<u>Updated General</u> <u>Plan/a, c/</u>
Single-Family Residential	783	940	692	830
Multi-Family Residential	265	155	176	164
Planned Community	0	185	0	0
Commercial	268	326	187	22
Mixed Use/d/	0	0	0	448
Industrial	26	38	22	28
Public/Semi-Public/e/	231	14	197	166
Vacant	86	0	68	0
Streets/a, b/	0	0	316	0
<b>Total/f/</b>	<b>1,658</b>	<b>1,658</b>	<b>1,658</b>	<b>1,658</b>

/a/ Numbers are expressed in gross acres (including streets).

/b/ Numbers for categories other than "Streets" are expressed in net acres (i.e., not including the 316 acres of streets).

/c/ Acreages for designations other than Mixed Use include only those lands outside of Mixed Use districts.

/d/ Eight districts in the updated General Plan. Acreages include 28 acres single-family residential, 143 acres multi-family residential, 220 acres commercial, 7 acres industrial, and 50 acres public/semi-public and open space uses.

/e/ Allowed in any district under existing zoning, but not generally a separate district.

/f/ Totals may not all equal 1,568 due to rounding.

SOURCE: City of San Pablo

*Table 1.3: Existing and Proposed Land Use Acreages, By General Land Use Category.*

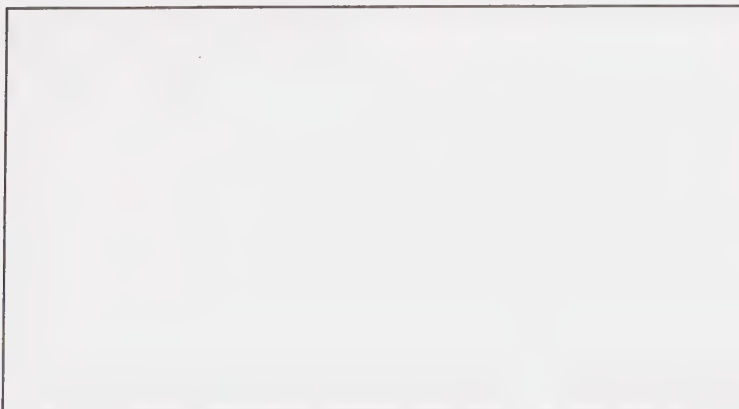
### LOW DENSITY, SINGLE-FAMILY RESIDENTIAL

This land use designation allows the development of single-family dwellings in the form of detached, zero lot line and cluster housing. The purpose of this land use designation is the facilitation of the type and character of single family residential neighborhoods which are prevalent in San Pablo, and which shall be maintained in the future. The maximum allowable density is 12 dwelling units per gross acre (du/acre). In some parts of San Pablo, the potential density may be lower due to particular lot sizes or circumstances.

In approving Low Density, Single-Family Residential development, typical issues to be considered include: housing character and design; housing size; parking requirements, and consistency with the neighborhood context.

### MEDIUM DENSITY, MULTI-FAMILY RESIDENTIAL

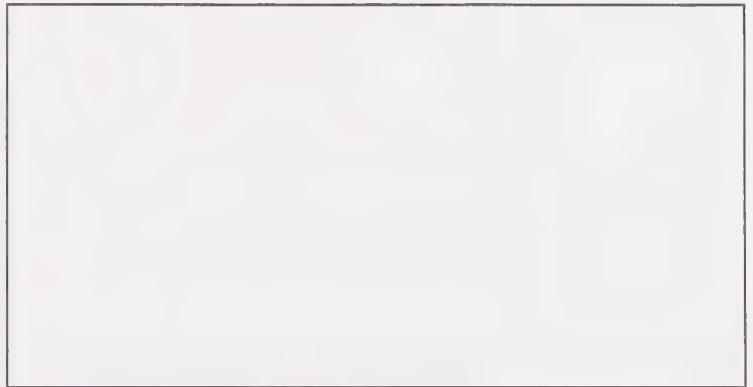
This land use designation allows more intense development than the previous category. Building types allowed within this designation may include duplexes, triplexes, quadplexes, townhouses, and condominium or apartment buildings. Allowable densities range between 13 and 24 dwelling units per gross acre.



*Figure 7 Example of a Single Family Home*

### HIGH DENSITY, MULTI-FAMILY RESIDENTIAL

Similar to the Medium Density, Multi-Family Residential designation, this land use designation establishes the framework for intense residential development such as multi-story apartment and condominium buildings. Development under this designation is primarily intended to occur near community shopping facilities, employment



**Figure 6** Example of Multi-Family Development

centers, transportation facilities or other public amenities. The allowable density range is 25 to 48 dwelling units per gross acre (du/acre).

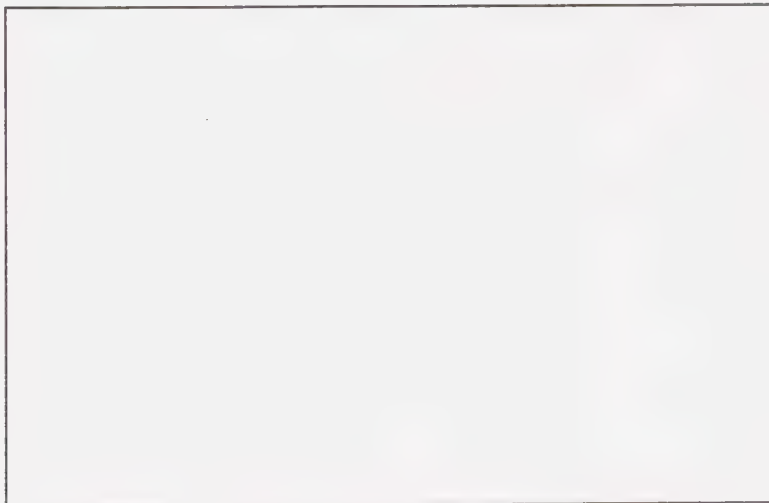
Development standard issues to consider for multi-family developments should be similar to single-family development with greater emphasis placed on communal open space and facilities, private open space, building bulk and neighborhood compatibility.



## COMMERCIAL

The Commercial land use designation exists in two forms: commercial-only land uses and combined commercial-mixed use land uses. The commercial-only designation is described within this section, while the latter is described within the Mixed Use section below. Each of these two land use designations are further categorized into four different commercial zoning categories. They include Neighborhood Commercial, Light Commercial, Heavy Commercial, Regional Commercial, Office, and Mixed Use and are discussed after the land use designations.

Based upon the findings of the Economic Validation Analysis, the General Plan Diagram reflects the need for retail uses to be concentrated in strategic locations within the City in order to provide the critical mass necessary to attract retail expenditures from outside the City. By encouraging the reduction of scattered "strip" commercial development, concentrating commercial redevelopment activities in the "Districts" (such as El Portal Center), the intent is to establish a logical and balanced land use pattern which is supported by the increase in the purchasing population (with high density/mixed use strategies), to ultimately strengthen the retail base. Maximum Floor Area Ratio (FAR) would be .04.



*Figure 8 Example of Commercial Development*

## INDUSTRIAL

The Industrial land use designation is intended to permit a variety of industrial activities, with a focus on encouraging employment opportunities and clean industry. Research and development opportunities are encouraged, as well as incubator industries, miscellaneous repair services, wholesale assemblers, distribution centers and small manufacturing facilities. Secondary uses are to be directed towards warehousing and distribution facilities. Maximum FAR would be .06.

## PUBLIC/SEMI-PUBLIC, INSTITUTIONAL

The Public/Semi-Public, Institutional land use designation provides locations for uses which support civic, cultural, health, educational, and infrastructure services to the community. Uses may include parks, government administrative offices, schools, hospitals, fire stations, post offices, State and federal facilities, convalescent homes and related uses. Private schools are not permitted in these areas, but are allowed in residential and commercial areas. Civic uses include the City Hall complex and city offices, corporation yard, and related City facilities.

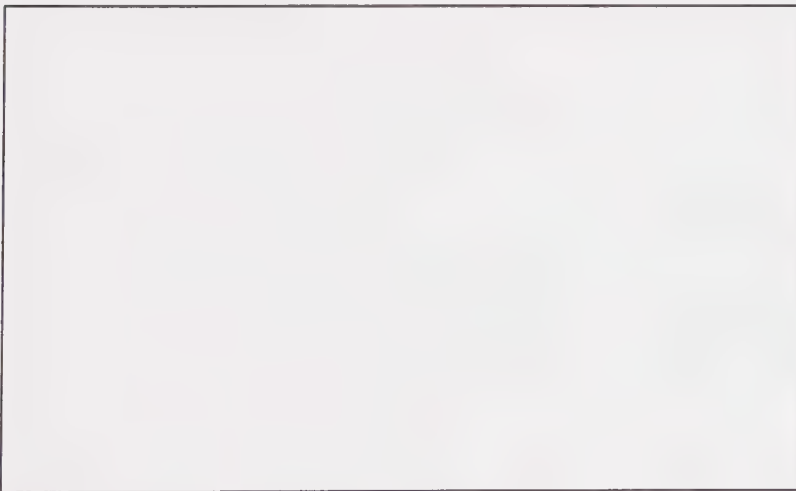
## OPEN SPACE, MULTI-USE CORRIDOR

The intent of this land use designation is the preservation of visual and physical natural resources within the community. Three types of open space are permitted including: non-recreational open space, active recreational open space, and passive recreational open space. The first use, non-recreational open space, includes cemeteries, utility easements, flood control facilities and related open areas for infrastructure facilities. Active recreational open space refers to outdoor or indoor improved facilities including basketball courts, ball

fields, play equipment, and organized activities. Passive recreational open space allows for a mix of low impact activities such as walking trails, bike paths, natural parks, and plazas.

### MIXED USE DESIGNATION

The Mixed Use designation incorporates areas which support a combination of complimentary uses. The overall intent is the establishment of a defined mix and scale of development within a number of Districts. Each District will be the focus of a specific set of development criteria, to be more formally defined subsequent to adoption of the General Plan. Particular Mixed Use Districts shall be planned either through a Specific Plan, design guidelines or related detailed planning process.



*Figure 9 Example of a Mixed Use Development.*

In response to the economic validation analysis and public comment through the outreach process, the Mixed Use designation intends to promote higher managed areas of a complementary mix of uses at varying degrees of density and intensity. Within some Mixed Use areas, uses may be structured and located to serve regional commercial, heavy commercial or industrial needs. In contrast, other Mixed Use areas may contain a neighborhood scale of commercial which serves the immediate population, contains a higher percentage of

residential, and promotes a wider range of pedestrian-oriented retail. Actual land use mix may vary greatly depending upon location and the characteristics of the District.

A typical characteristic of the Mixed Use District is the inclusion of an use generator (such as entertainment facilities, employment uses, transit stations, and public institutions), which is supported by a mix of medium to high density residential, and support commercial. Within the Mixed Use designation, any proposed commercial land uses are assumed to have a maximum FAR of 0.40. The Mixed Use designation, however, offers an additional incentive for new development to provide public amenities and facility improvements which serve to distinguish the development area as unique.

Such amenities may be realized in the form of urban open space, multiple (mixed) uses, or other unique design features. As an incentive, FARs may be increased to 0.75 (possibly higher depending on the zoning ordinance update and incentives program) with the provision of these features. This flexibility allows the Mixed Use areas to serve much like an overlay zone, where underlying land uses are recognized and allowed, but where higher quality and characteristic mixed use development is encouraged.

Where heavy commercial uses are to be part of a Mixed Use District, land uses which are complementary and supportive of this use shall be encouraged. Where appropriate, specific design criteria and buffering will be recommended to avoid land use incompatibility. Accordingly, the same type of planning activity for Mixed Use Industrial shall apply in terms of opportunities for urban open space, and pedestrian linkages.



## ZONING AND RELATED USES CATEGORIES

The following section describes individual zoning categories which are defined within the City's Zoning Ordinance and are intended to implement the above described land use categories. For example, the Neighborhood Commercial, Light Commercial and Regional Commercial zoning categories are all sub-categories of the Commercial land use designation.

These categories are included in order to help the reader make a connection to more specific land uses found within the City. They are also referenced in order to help clarify the District development intent by establishing a higher detail of definition. For example, the Commercial land use designation could allow either a gas station or a shopping center. Both are commercial uses, but each serves a different market and creates completely different pedestrian or vehicular-oriented uses.

### Planned Community

Planned Community is a zoning category intended to function as an overlay district for areas susceptible to combined parcels and reuse, and is intended to foster superior site design in the event that a series of parcels can be consolidated into a minimum of 1 acre. Residential may be the primary use with commercial, industrial and support uses such as open space, parks and related amenities programmed in. Development within this overlay district is subject to conditional use permits in conjunction with the goals of the Land Use Element, district designation and the surrounding neighborhood. Residential densities and commercial intensities are subject to consistency with the land uses of the adjacent areas and/or the intentions of the planning activities of that area.

### Mobile Home

The Mobile Home category includes manufactured housing utilized as permanent residences. Mobile homes are permitted within certain Mixed Use District areas, Heavy Commercial areas and within Industrial designated areas on properties of 2 acres or more. Mobile homes are subject to conditional land use approvals based upon specific standards for property layout and design, inclusion of common/open space areas, and other facilities or maintenance provisions.

### Neighborhood Commercial

The Neighborhood Commercial category typically includes businesses located within the neighborhood area they serve. Uses may include, but are not limited to, grocery and convenience stores, salons, professional offices, restaurants, drug stores, dry cleaners, banks and other businesses of everyday use. Neighborhood Commercial is encouraged to provide basic neighborhood services; however, recognizing there is an overabundance of strip retail development in the city that detracts from the city's overall competitive retail base, Neighborhood Commercial services are focused at primary intersections within closer proximity for walking to and from under-served neighborhoods. Institutional uses and auto service oriented uses are conditionally permitted in some districts and prohibited in others based upon individual district policies.

### Light Commercial

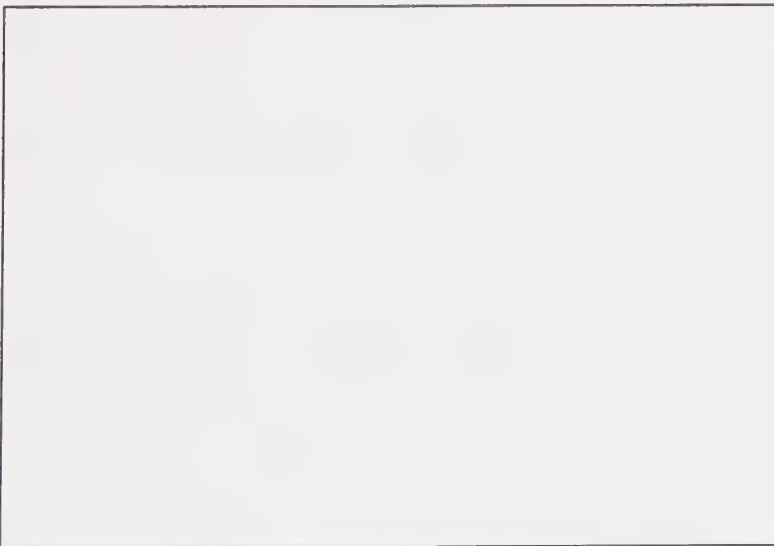
The Light Commercial category includes similar businesses as described above for Neighborhood Commercial, but are usually located in neighborhood or commercial "centers" with other retailers and commercial businesses, and generally serve a larger geographic region. The location for light commercial uses is intended to be along primary or arterial streets which allow for greater visibility and access. Uses permitted

and encouraged include offices, business services, retail, and restaurants. Uses that may have a detrimental environmental impact to adjacent uses (such as outdoor displays, outdoor sales, auto service or auto sales) would be conditionally permitted in designated areas. These same types of impacting uses would be conditionally permitted or prohibited within individual districts based upon district policies.

### Heavy Commercial

The Heavy Commercial category allows for the light commercial uses described above, in addition to those uses that may require a larger-scale building on site; may have visual or other environmental impacts; or may operate as a stand-alone business which attracts higher than average volume of customers which may not be conducive to a retail district.

Types of uses permitted include wholesale trade with limited storage, warehousing that services retailers and industry; the retail trade of heavy materials and high volumes of limited merchandise; and auto oriented sales and service. Different types of outdoor sales and storage may either be conditionally permitted or prohibited, depending upon each district.



*Figure 10 Example of typical Heavy Commercial Type Uses.*

### Regional Commercial

The uses allowed within the Regional Commercial category include malls and major department stores, discount factory outlet stores, lumber and home improvement stores, and other retailers which serve a very large geographic region due to their size, limited locations and high demand for parking. As such, regional commercial centers are located adjacent to intersections of regional roadways or freeways, and may include highway-oriented businesses. San Pablo has limited sites for major freeway access, and thus has a disadvantage for a typical regional commercial center. Types of uses include those permitted in the Neighborhood Commercial, Light Commercial and Heavy Commercial designations. Office buildings, lodging and finer restaurants are encouraged.

### Office

Office uses are permitted in areas designated for Commercial land uses, as well as the Mixed Use land use designation. Professional and medical-related offices are encouraged by the City, although there is no major office demand projected in the near future.

### General Industrial

This category permits a wide range of "clean" industrial development including light manufacturing, research and development and related industrial park types of uses. Heavy industrial uses, however, which may have a substantial impact on air quality, noise, visual resources and related environmental impacts are discouraged in areas designated for General Industrial, through both the General Plan and the Zoning Ordinance. Support commercial uses are permitted in this area.

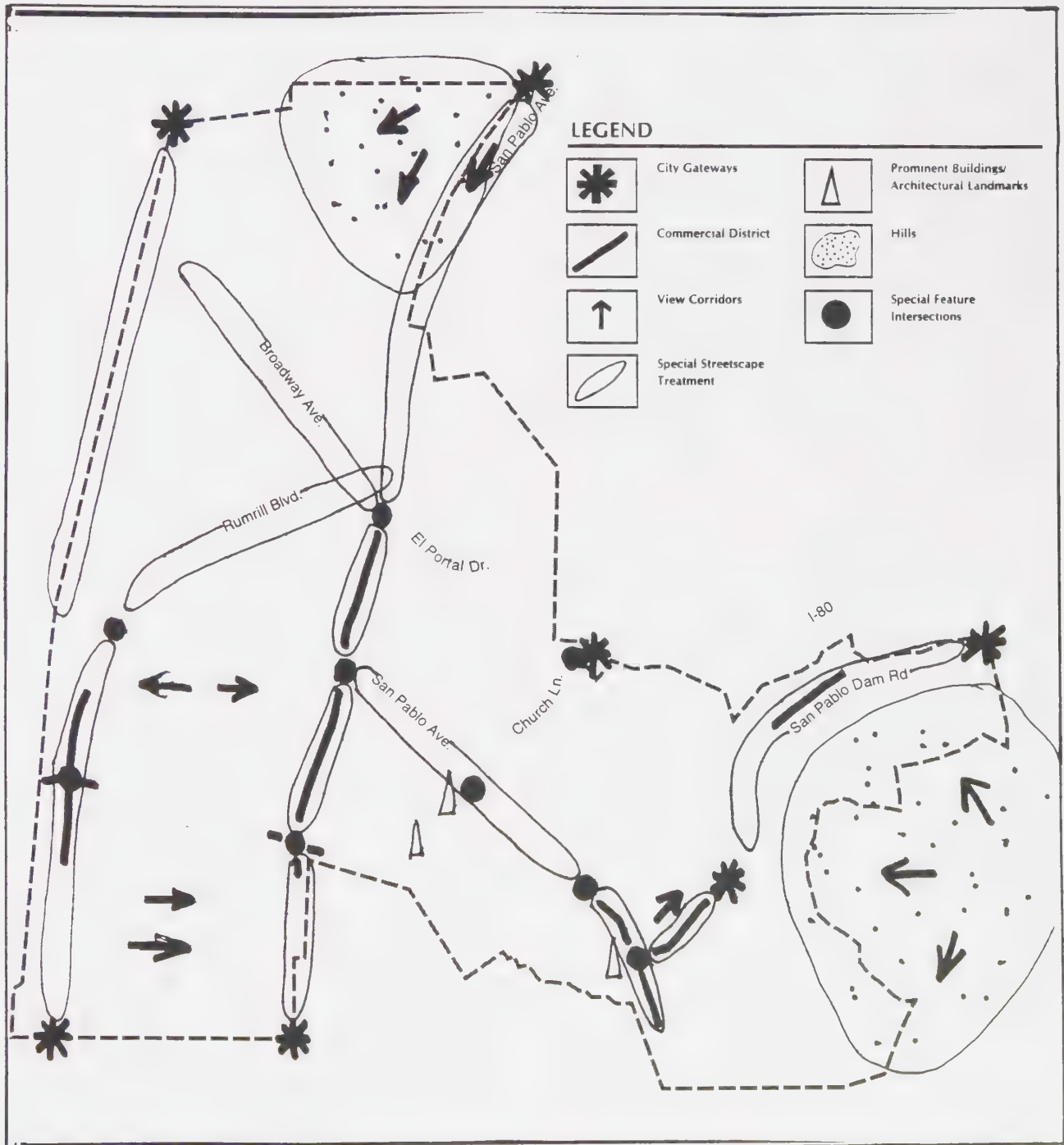


## Planned Industrial

This category is intended for areas where the consolidation of several parcels (one acre typical) is possible and whereby the benefits of a specific plan or other mechanism can be used for land use and design. This category includes light

industrial and industrial parks, with support commercial uses.

## URBAN DESIGN AND ECONOMIC DEVELOPMENT

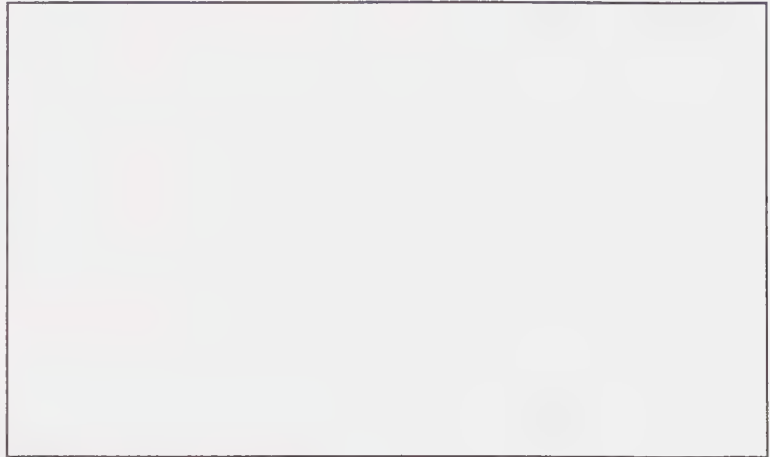


**Figure 11 Community Design Features**

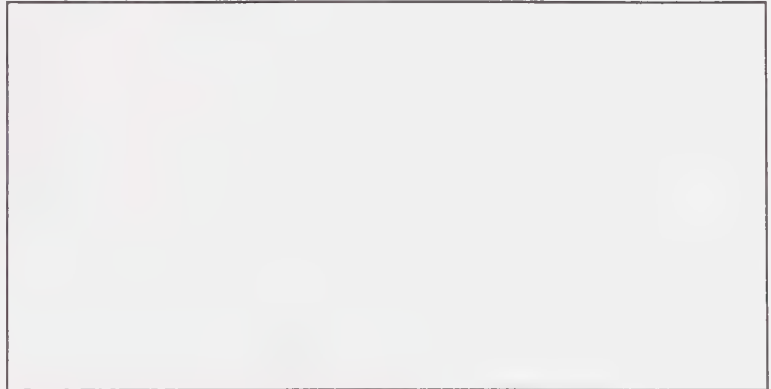
## COMMUNITY PHYSICAL DESIGN

As a statement of intent and policy, the City of San Pablo has developed a City Physical Design component as part of the Land Use Element. The purpose of the Design component is to recognize the City's unique physical layout, and set forth general policies and implementing actions to preserve and enhance these attributes on a City-wide and district basis. Citywide urban design considerations are exhibited in Figure 11 and should be used for reference purposes when considering future community design related improvements. Correspondingly, policies found within this document are intended to provide development guidance, to be implemented and refined through subsequent project specific reviews and the establishment of city-wide design programs.

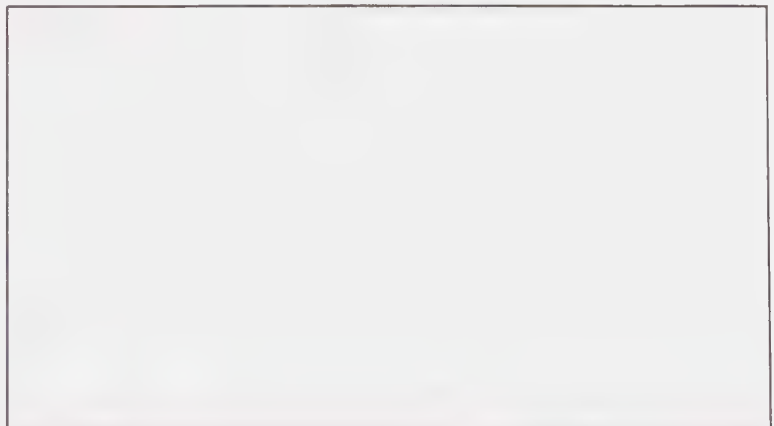
While design considerations are an optional (non-mandated) part of a General Plan, the policies and implementing actions are intended to set forth a basic set of principles and programs to promote the unique physical layout and enhance the overall image of the community. When combined with other General Plan Elements, and subsequent design related programs, this Element expresses the community's commitment to continually improve the visual character of the City.



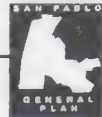
*Figure 12 View Corridors*



*Figure 13 Prominant Buildings*



*Figure 14 City Gateway*



## ECONOMIC DEVELOPMENT

A comprehensive Economic Validation Analysis was prepared in conjunction with the General Plan update. The Analysis found there to be an oversupply of retail space. The report recommends that the retail uses need to be more focused and concentrated in strategic locations within the City, in order to provide the critical mass necessary to attract retail expenditures from outside the City. The City needs to consolidate its existing retail base by decreasing the amount of scattered strip retail, and by increasing the retail purchasing population through the conversion of commercial acreage to mid- to high-density residential uses.

The Analysis also recommended that the City enhance the community's image in the following manner:

- ▶ I-80 signage to improve the identity.
- ▶ Public investment in street trees, furniture, and lighting to show the city's proactive stance to community development.
- ▶ Retail facade and signage guidelines (including materials, colors and awnings) in order to harmonize the street and tie the uses into a cohesive urban place.
- ▶ Stronger enforcement of City codes in both the residential and commercial areas.
- ▶ Police Department to work with local merchants and neighborhood organizations to develop neighborhood level crime watch programs.

In response to the urban design and economic development findings provided through the planning and public outreach process, a series of goals, policies and implementing actions have been developed to achieve the City's vision for

the future. These City-wide goals, policies and actions, presented below, reflect the general consensus of the community toward improving conditions within the City.

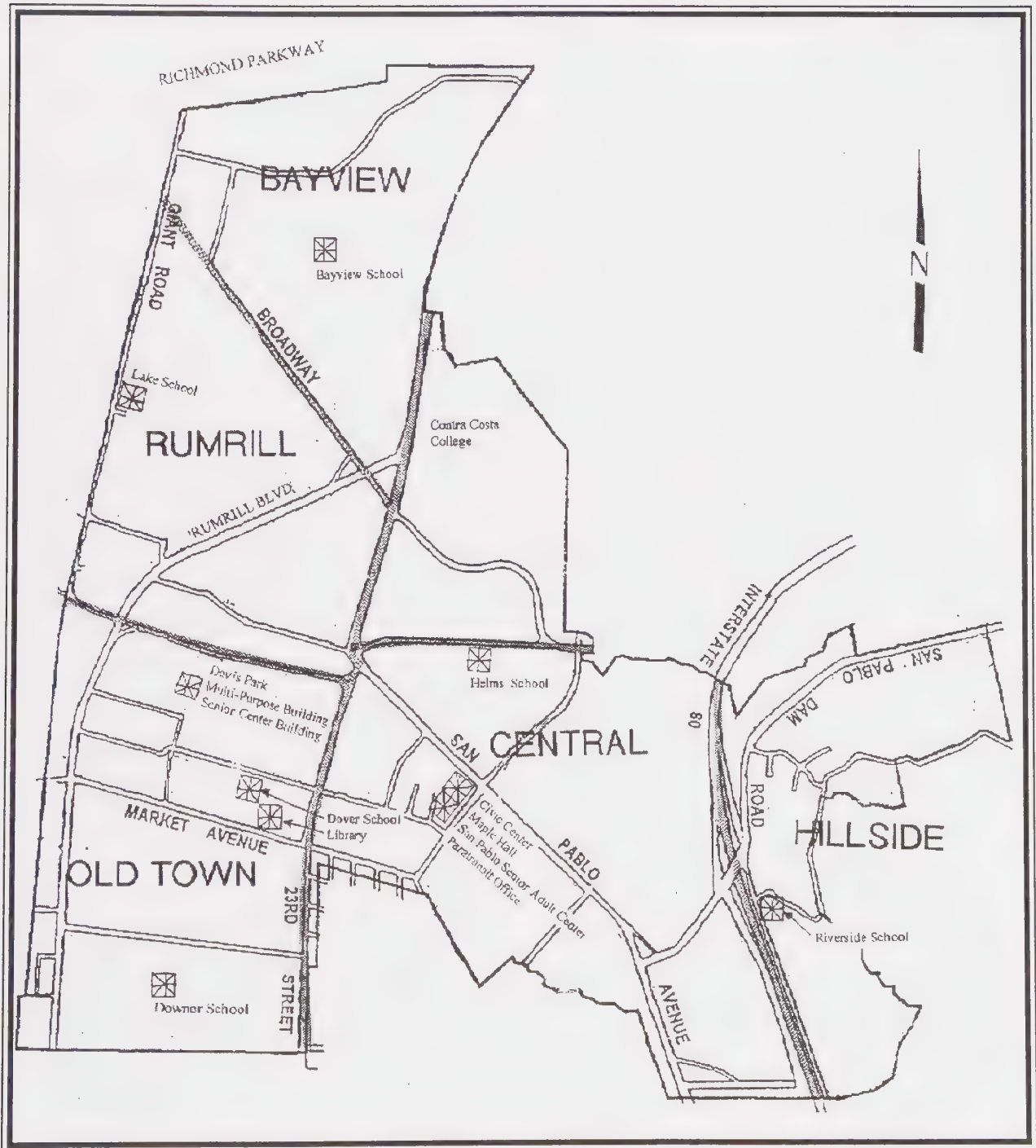
## EXISTING RESIDENTIAL NEIGHBORHOODS

Throughout the General Plan update process, participants emphasized the need to protect the unique character of each of the City's residential neighborhoods. Figure 15 shows the five residential neighborhoods (Bayview, Rumrill, Old Town, Central and Hillside) and identifies community or neighborhood focal points as they exist currently or have potential to do so through this update. Housing within the flatland neighborhoods is generally single-family in nature (Old Town and Rumrill) and developed within a north-south and east-west grid pattern. A majority of the flatland housing development occurred prior to or during WWII, and often consisted of high density small lot single family housing.

Post war residential development occurring in the higher elevations (Bayview and Hillside) created larger parcels and more rural housing along the eastern hills within the City.

Higher density housing such as apartments and condominiums, and planned communities of townhomes were developed along the major regional routes, on on infill sites during the 60's apartment construction; and most recently (10 to 20 years) with some redevelopment encouragement, in the Central Neighborhood. Multi-family housing constructed prior to City incorporation (1948) and found throughout the community is more infill in nature with many units do not meet the maximum density and development standards established in the City's current Zoning Ordinance.

San Pablo has a mix of many architectural styles which creates the City's unique housing

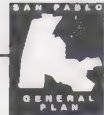


**Figure 15 Neighborhoods Plan**

character. Through workshops, the community has reached a consensus and wishes to emphasize the protection of such housing. A Historical and Archeological Preservation Element Study conducted in 1979 identified the

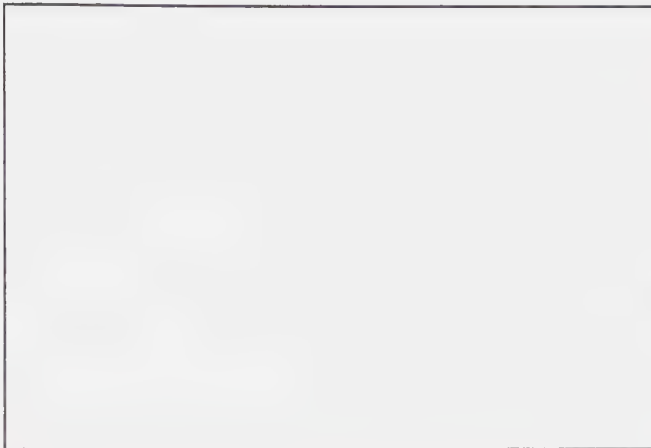
following architectural styles for residential dwelling units:

Mediterranean - Stucco walls and arcade, tiled roof, front patio.



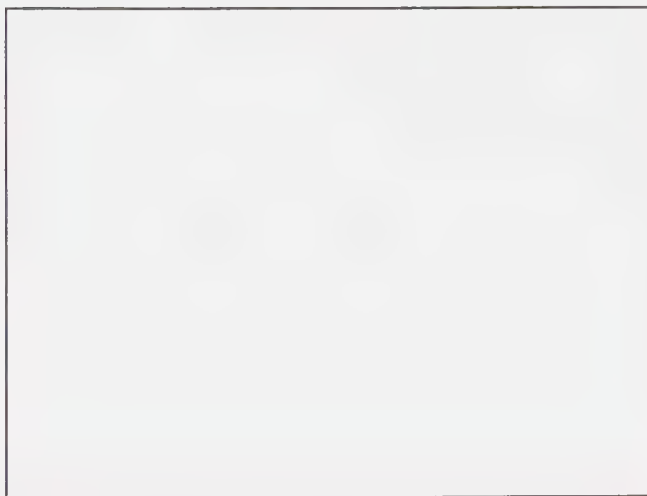
Queen Anne Victorian - Complex pitched roof, turrets, bay windows, shingles and projecting gable.

Craftsman Bungalow - Shingled wood siding, sloped roof with exposed beams framing and wood brackets.



*Figure 16 Example of Victorian Style in San Pablo*

Bungalow - Stucco or wood siding, low pitched roof with exposed rafters, entrance porch supported by large columns.



*Figure 17 Example of Bungalow Style in San Pablo.*

Provincial - Stucco, brick etc. walls, high pitched roof, articulated entry with arched opening

American Colonial - High colonnade or full height pilasters, pediment front or entry and dentil frieze.

Spanish Colonial - Stucco walls with few openings, grilled and iron openings, tile roofs, arches.

Ranch - Wood or stucco walls, low pitched roof with projecting eaves, large openings.

## City-Wide Land Use Goals, Policies and Actions

### GOAL 1.1

#### LAND USE SAFETY

TO ENHANCE THE SAFETY OF THE COMMUNITY THROUGH THE ESTABLISHMENT OF DEVELOPMENT STANDARDS AND THE IMPLEMENTATION OF LOGICAL LAND USE PATTERNS.

The policies and actions which support this goal are intended to improve both the physical and social environment of the City through the establishment and management of appropriate development patterns with respect to improving the real and perceived environment of those areas. Consideration is given to public and private development opportunities in the physical development of the community.

#### Policy LU 1.1: Balanced Growth

Provide for orderly, well-planned and balanced growth and redevelopment activities consistent with the physical and natural constraints, hazard areas and the City's ability to assimilate new growth.

#### Policy LU 1.2: District Plans

The City should consider conducting future

planning and land use activities for designated areas through a series of district plans as identified through the community outreach program.

### **Policy LU 1.3: Quality of Development**

Through a district planning approach, the City should prepare and adopt development standards and design guidelines specific to each district identity, or for specific land use types (residential, commercial, industrial, open space and related) to ensure that new development upgrades the general quality of development City-wide.

### **Policy LU 1.4: Street Design**

Encourage new residential, commercial and related forms of development in a manner which fosters both day and appropriate night time activity, visual presence on the street level, appropriate lighting and minimally obstructed view areas.

### **Policy LU 1.5: Services and Infrastructure**

The City shall link development in San Pablo to the provision of adequate services and infrastructure, including schools. The City shall, through district concentration, ensure that land use development occurs in an orderly fashion and in pace with the expansion of public facilities and services.

### **Policy LU 1.6: Pedestrian Safety**

Incorporate pedestrian safety improvements as part of the initial design process for commercial, residential and industrial projects within the community.

### **Action LU 1.A: Ordinance Revisions**

Subsequent to adoption of this General Plan, the City shall update and modify the Zoning, Landscape and Irrigation, and Subdivision Ordinances. The Ordinance revisions are intended to accomplish the following primary

considerations:

- ▶ Facilitation of specific plans through the establishment of a Specific Plan Zone as part of the Zoning Ordinance update.
- ▶ Expansion of the definition of Planned Community within the Zoning Ordinance to include specific guidelines for design, amenities, and related high quality improvements.
- ▶ Identification of minimum and maximum development patterns; acceptable, conditionally permitted or restricted uses; site development criteria; and incentives (such as density bonuses) to encourage higher quality architecture and design on a district basis.
- ▶ Provision of general city-wide design guidelines for non-district areas.
- ▶ Consistency with the General Plan land uses.
- ▶ Modification of the Landscape and Irrigation Ordinance to include development standards for a landscape buffer strips between commercial/industrial and residential land uses. Specific attention should be paid to minimum standards for screening visibility and the reduction of noise through the installation of integrated physical and organic barriers.
- ▶ Identification of zoning categories which establish schools as a mix of open space and public facilities so that in the event of a turnover to private development, the land can continue to serve as a focal point for the local community.

### **Action LU 1.B: Design Guidelines and Standards**

Through the Implementation Program, the City will develop development standards and design guidelines (on either a district or land use specific basis) based upon the City's ability to allocate resources (financial and/or professional) on a priority basis. This shall include the preparation of District Specific Plans as well as design guidelines for residential and commercial



uses on a City-wide basis. The Design Guidelines shall seek to include public safety improvement elements in site and building design.

#### **Action LU 1.C:**

##### **Design Review Process & Police Input**

Through the development review process, the Planning Department shall expand the internal coordination with the Police Department with respect to defensible spaces on all new development, as well as the identification of opportunities to enhance street and building lighting for increased safety.

#### **Action LU 1.D:**

##### **City Review of Proposals**

Review County and City of Richmond land use proposals to ensure that any impacts to residential neighborhoods or other properties are appropriately mitigated, and that the City of San Pablo has the opportunity to respond to such proposals.

## **GOAL 1.2**

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### **LAND USE AND PUBLIC TRANSPORTATION**

**TO ENCOURAGE THE EXPANSION OF PUBLIC TRANSPORTATION SYSTEMS AND MAXIMIZE THE RIDERSHIP ON THOSE SYSTEMS, AS WELL AS TO ESTABLISH AND PLACE LAND USES WHICH ARE COMPLEMENTARY TO PUBLIC TRANSPORTATION.**

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The policies and actions within this section promote the convenient use of alternative modes of transportation, including walking bicycling and use of public transit. Land use planning and site design are directed to ensure pedestrian friendly environments, higher density residential development is directed to areas where urban services and public transit are available, and a Bikeway Master Plan will be developed to improve bicycle circulation. Several actions seek to increase use of public transit by providing

incentives and convenient services for the community.

#### **Policy LU 2.1:**

##### **Alternative Transportation Design**

For all existing and new development, the City shall encourage alternative modes of transportation to the automobile through site design features and land use relationships.

#### **Policy LU 2.2:**

##### **BART Linkage**

The City shall encourage and continue to advocate for a local linkage to BART, through either a San Pablo station location or other appropriate linkages. Accordingly, the City shall make every effort to coordinate with transit providers to ensure that future transportation facilities are designed to be sensitive to the surrounding land use.

#### **Policy LU 2.3:**

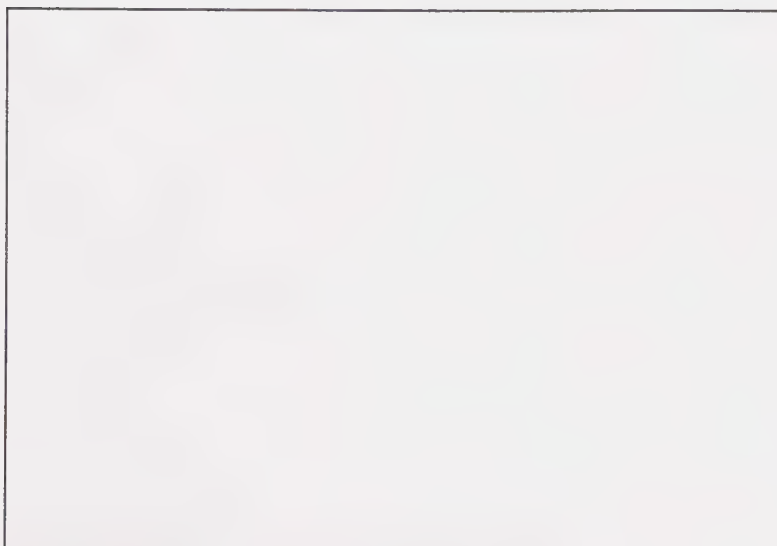
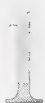
##### **Pedestrian Circulation**

Create a pedestrian oriented internal circulation system within each district through the segmentation of large open areas and introduction of landscaped pedestrian walkways, and outdoor active/passive open spaces.

#### **Policy LU 2.4:**

##### **AC Transit**

As part of the public transportation efforts in the region, the City shall continue to work with AC Transit in terms of the identification of operating times, frequency, appropriate routes and types of vehicles used to service each.



*Figure 18 Example of a pedestrian oriented public transit stop.*

Richmond's bikeway plan in order to promote an appropriate West County system.

**Action LU 2.B:**

**Transit Advocacy**

Utilize WCCTAC to advocate for the BART extension, to increase communication with AC Transit, and to investigate the use of grant funds from regional, state and federal agencies for the provision of alternative circulation routes, and active and passive recreation facilities (hiking and biking trails), park and ride lots, and related public improvements.

**Policy LU 2.5:**

**High Density Housing**

Higher density housing shall be located in areas served by the full range of urban services, preferably along arterial and collector streets, and within walking distance of shopping areas and District centers.

**Policy LU 2.6:**

**Centralized Transportation Facilities**

Develop centralized transportation facilities to enhance local and regional access for San Pablo, particularly related to public transit opportunities.

**Policy LU 2.7:**

**BART Related Development Standards**

In the event that the BART extension may occur, the Zoning Ordinance should prepare sites for the preferred alternative through increased setbacks and standards for development to meet BART right-of-way standards.

**Action LU 2.A:**

**Bikeways Master Plan**

The City shall develop a Bikeways Master Plan for alternative transportation within the City. This shall become part of the Implementation Program, and prioritized through the City's allocation of resources. The Bikeways Master Plan shall be coordinated with the City of

**Action LU 2.C:**

**Public Transit Stops - Location and Design Criteria**

In conjunction with AC Transit and related transit providers, evaluate each of the existing and proposed local public transit stops within the City and develop an overall improvement plan for service nodes that consider shelter requirements, seating, trash bins, lighting and safety requirements, separation from the roadway, and the potential for bus turnouts and improved loading areas. Transit stops should also consider the improvement of some type of community message system (such as kiosks and silent radio) to encourage a higher mix of activities. Specific attention should be directed toward the following:

- ▶ New developments should coordinate the location and design of transit stops with pedestrian activity areas and entrances including appropriately scaled public spaces and integrated walkways.
- ▶ Integrate transit stops, shelters, site design and pathways to promote high visibility and direct access from buildings
- ▶ Landscaping should offer a sense of shelter and definition of public space but



not block sight lines to the buildings.

- ▶ Pedestrian scaled lighting should be provided at transit stops and along adjacent walkways.

#### **Action LU 2.D:**

##### **Public Transit Incentives**

As part of updating the Zoning Ordinance, provide language to incorporate public transit improvements into new or existing developments through an incentives package. Incentives should allow for the reduction in the number of parking spaces (on a sliding scale) by providing public transit improvements along designated public transit routes. Incentives can relate to the following guidelines:

- ▶ Development or improvement of transit stops as referenced in the prior action.
- ▶ Incorporation of bicycle facilities within or adjacent to the proposed project.
- ▶ Provision of direct bicycle and pedestrian access ways through developments to transit stops;
- ▶ Provision of pedestrian connections between residential areas and commercial centers;
- ▶ Incorporation of a car pooling program, van service or other type of transit management program;
- ▶ Buildings that minimize large setbacks from the public right of way and from transit stops and placing parking to the rear or the side of the building.
- ▶ Assistance provisions to expand the City's non-automobile circulation system, including trails, public transit or activities related to the implementation of the Creek Linkage and Improvement Program (as noted in the Environmental

Resource Management Element).

#### **Action LU 2.E:**

##### **Pedestrian Oriented Improvements**

Revise the City standards (Public Works improvements and new development criteria) to ensure the development of minimum sidewalk dimensions within designated pedestrian oriented areas. Standards should include minimum sidewalk widths, minimum landscaping standards, standards for the incorporation of appropriately scaled and designed lighting, seating, trash enclosures, and parking lot design criteria to create smaller scaled parking areas.

## **GOAL 1.3**

### **REDEVELOPMENT**

**TO EXPEDITE THE CITY'S REDEVELOPMENT EFFORTS IN A MANNER WHICH IS CONSISTENT WITH THE CITY'S VISION OF THE FUTURE, AND TO UTILIZE REDEVELOPMENT AS A LAND USE TOOL TO IMPLEMENT THIS VISION.**

This section seeks to promote the economic vitality of the community through the efforts of the Redevelopment Agency. Provisions of this section are intended to achieve a broad range of results, including quality planning and design of new development, support for renovating and improving existing buildings, and the promotion of private investment within the community.

#### **Policy LU 3.1:**

##### **Assemblage of Parcels**

In support of the Redevelopment Agency, the City shall encourage the effort to assemble smaller land parcels to increase opportunities for enhanced design, a coordinated land use pattern, compatibility among uses and support facilities while serving to intensify and/or rehabilitate

existing neighborhoods and Districts.

**Policy LU 3.2:**

**Redevelopment Incentives and Powers**

Redevelopment incentives and powers shall be used judiciously to promote and assist development and revitalization within Redevelopment Project areas.

**Policy LU 3.3:**

**Transition of Uses**

In existing developed areas designated for new uses, the City shall promote the phasing out of uses and the orderly transition to uses consistent with the adopted general plan designations while promoting the continuing viability of existing uses during the transition period.

**Policy LU 3.4:**

**Project Balance**

Future Redevelopment project investment within San Pablo shall consider the balance between the social (i.e. public safety and image) and economic benefits, in addition to the opportunities for the project to promote revitalization of adjacent areas.

**Policy LU 3.5:**

**RDA Support**

As an opportunity to enhance the use of its funding, the RDA shall support improvements that involve private partnership and corresponding mutual investment in Redevelopment activities.

**Action LU 3.A:**

**RDA Program**

As components of the City's redevelopment strategy, the agency should include methods to combine/consolidate multi-family parcels, removal and renovation activities to promote appropriate residential density areas, integration of public and private open space, consideration for increased parking and home ownership options.

**Action LU 3.B: RDA Capacity**

On-going support of the City's Redevelopment

activities including the continued use of public/private partnerships, financing and land acquisition, land assemblages and related public improvements.

**Action LU 3.C:**

**Nonconforming Uses**

Continue to rezone non-conforming uses and spot zoned areas into conformity with the General Plan. Where feasible, do not perpetuate non-conforming uses.

**Action LU 3.D:**

**RDA/Private Contact**

As a method to further the enhancement of the City's image, the RDA shall be utilized to assist with the identification of parcels which can most effectively achieve the overall intent of the General Plan. This activity should seek to involve a wide range of community interests, with specific attention towards local real estate professionals, property owners and others who could assist with identifying future properties for purchase.

**Action LU 3.E:**

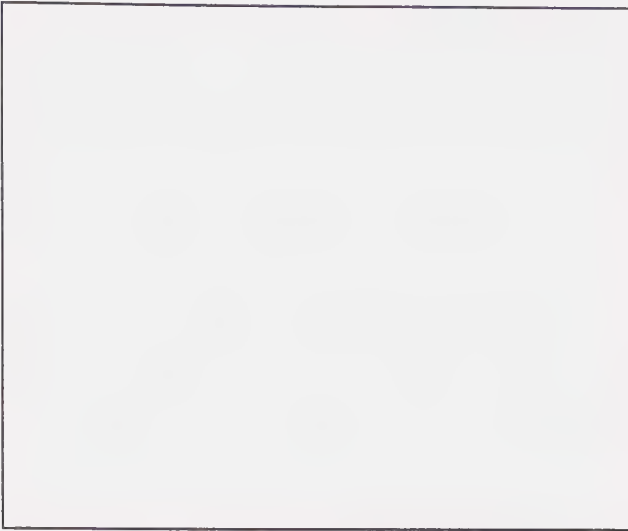
**RDA Education and Information**

The City's Redevelopment Agency should annually evaluate and publish its activities and accomplishments as a means of responding to the changing local and regional conditions, and include some form of public outreach and/or education as a component to teach the local community about the capacity and intent of the agency.

**Action LU 3.F:**

**Financing Mechanisms**

Continue to utilize all financing mechanisms including mortgage revenue and tax allocation bonds to finance residential and commercial (employment generating) development.



*Figure 19 Example of urban open space (plaza).*

#### **Action LU 3.G:**

##### **RDA - Urban Open Space**

Develop a redevelopment strategy to encourage and aid properties with unused space to transform these areas into usable urban open space or other improvements as a means of enhancing the community's image. Improvements should include the introduction of landscaping, attractive paving, lighting, trash enclosures, outdoor seating, and potential buffering from major roadways. The RDA program should identify areas within the community where these improvements should occur and work with private property owners to construct and maintain the social areas.

#### **Action LU 3.H:**

##### **Facade Improvement Program**

Following the evaluation and adoption of commercial design guidelines or a Specific Plan, expand the City's current Commercial Area Revitalization District (CARD) facade improvement program from Old Town throughout the City to provide incentives for commercial facade improvements within the designated districts as part of the consolidated commercial node strategy to improve the character and marketability of the community. Provide program staffing and conduct an extensive outreach and coordinated effort in

conjunction with public improvements.

## **GOAL 1.4**

### **QUALITY OF LIFE**

**TO ACHIEVE A PHYSICAL AND SOCIAL LAND USE BALANCE WHICH INCORPORATES QUALITY OF LIFE ISSUES WITH ECONOMIC VITALITY AND INCREASED EMPLOYMENT OPPORTUNITIES.**

This section includes policies and actions which address a broad range of land use issues. Included here are character of the community and overall growth management, residential design and neighborhood services, direction for commercial development and employment opportunities, aspects of vehicular and pedestrian circulation which affect neighborhoods and businesses, and other topics which affect the overall quality of life within San Pablo.

#### **Policy LU 4.1:**

##### **Character**

The City shall endeavor to protect the "small town" character associated with San Pablo.

#### **Policy LU 4.2:**

##### **Land Use Transitioning**

For both existing and new development, the City shall encourage land use transitioning between residential and other uses (except where mixed-uses are desirable). This can include the use of topography, natural resources, landscaping, setbacks and walls.

#### **Policy LU 4.3:**

##### **Measure C Update**

As the Growth Management Element is updated, as specified under the provisions of Measure C, consideration shall be given to the goals and policies of the General Plan.

**Policy LU 4.4:****Neighborhood Quality**

The City shall seek to preserve San Pablo's neighborhood qualities, while recognizing existing City commitments to new projects and accommodating region-serving development in certain areas of the city and in certain segments of the economy.

**Policy LU 4.5:****Recreation and Community Services**

Each District shall serve as a focal point for the development of accessible community recreation and community service activities to help achieve the balance of land uses within the community. Consideration shall be given to existing school sites, in cooperation with the school district, as the heart of the residential neighborhood.

**Policy LU 4.6:****Jobs and Housing Balance**

The City shall monitor residential and non-residential development and make adjustments as necessary in land use designations to promote a reasonable city-wide balance between new employment generating development and housing development.

**Policy LU 4.7:****Non-Residential Neighborhood Uses**

Non-residential uses that contribute to the residential character of an area and/or provide appropriate and complementary services within the neighborhood such as child care, indigent care, elementary schools, institutional uses should be conditionally permitted when appropriate, provided for through the Zoning Ordinance and include conditions of operation, distance requirements from similar uses, parking requirements, and screening.

**Policy LU 4.8:****Neighborhood Integrity**

The City shall promote the preservation of the integrity of existing stable residential neighborhoods.

**Policy LU 4.9:****Housing Needs**

New housing developments or rehabilitations shall incorporate quality of life issues such as household size, layout, privacy, and quality of materials that reflect the current housing and household needs of the community.

**Policy LU 4.10:****Commercial/Residential Compatible Uses**

Protect the quality of life and economic vitality within the City through the management and distribution of uses which may have real or perceived impacts to the environmental value of a residential neighborhood or the commercial viability of a District.

**Policy LU 4.11:****Character of Public Right of Way**

Protect the character of the neighborhood and commercial area public right of way in order to ensure privileges such as parking are monitored to ensure this privilege is not misused and often leading to the degradation of the character of local roadways and neighborhoods.

**Policy LU 4.12:****Rail Corridor Development**

Consider the impacts of the rail corridor and the potential for increased use of the rails lines when permitting development adjacent to the City's westerly border. This will serve to encourage compatible uses that buffer and minimize rail impacts through establishing minimum building height standards, sound walls and landscaping.

**Action LU 4.A:****Alcohol Beverage Control (ABC) Locations**

Within the Zoning Ordinance update, provide language which establishes a peer review process for all types of applications for ABC Licenses; identifies management and maintenance criteria for each type of business requesting or transferring an ABC License; and identifies Districts where the different types of ABC Licenses shall be permitted, conditionally permitted or not permitted. (Note: Different types of ABC Licenses typically include the sale of



alcohol for onsite consumption as a secondary accompaniment with food, sale of alcohol for onsite consumption as the primary business, and varying levels of sales for offsite consumption.)

#### **Action LU 4.B:**

##### **Special Business Location and Criteria - Zoning Ordinance**

Within the Zoning Ordinance establish location criteria, and minimum standards and conditions for the operation, improvement and maintenance of businesses that are adult only or have a visible impact along the public right of way (i.e. outdoor storage, outdoor sales and mobile or temporary sales/service). Uses within the City should be permitted, conditionally permitted or restricted based upon impacts to the character and intent of the Districts and neighborhoods.

#### **Action LU 4.C:**

##### **Parking Management Study and Plan**

A parking study should be implemented prior to Zoning Ordinance Update to identify opportunities for enhancing the availability of parking within area prone to a number of parking problems within residential neighborhoods (specifically Old Town) and the commercial districts. It should include but not be limited to the following:

- ▶ Survey and evaluation of blocks with under-capacity of off-street and on street parking spaces;
- ▶ Evaluate the parcel size and frontage to accurately understand the implications of certain parking improvements proposed;
- ▶ Opportunities for the creation of City established public parking lots within both residential and commercial area;
- ▶ Parking requirements including

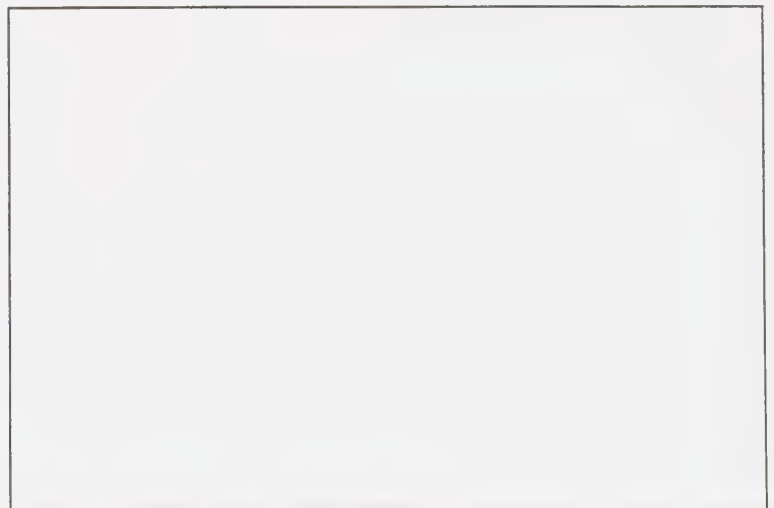
rear yard parking requirements, and stacked parking;

- ▶ Establish policies for on-street parking and if necessary, parking control options such as permit parking, meter parking or timed parking;
- ▶ Recommend options or modifications to off-street parking requirements depending on private property or public right of way constraints;
- ▶ Increased street sweeping and parking/abandoned vehicles enforcement program;
- ▶ Identification of funding alternatives.

#### **Action LU 4.D:**

##### **District Advisory Committees**

As a means of developing an individual and supportable plan for each District, the City should consider district special project committees in the development of guidelines and development standards to protect and incorporate planning activities that are commensurate with the character and identity expressed for each District.



**Figure 20** Example of a Mini-Park.

#### **Action LU 4.E:**

##### **City Mini-Parks**

Specific to the Bayview, Rumrill, Old Town and Hillside neighborhoods, develop and operate community and/or mini-parks that respond to the recreational needs (passive and active) of that area.

#### **Action LU 4.F:**

##### **Residential Design Guidelines**

In conjunction with the Zoning Ordinance, conduct a special evaluation of current planning standards relative to housing in the community and develop residential design guidelines that address all housing development within the City from small scale single family homes to larger multifamily developments. The intent of such guidelines is to create minimum standards of architectural development that protect the existing character of the neighborhoods while meeting the housing needs of the community. Design guidelines may be replaced by a Specific Plan for various Districts throughout the City. The design guidelines should include but not be limited to the following:

- ▶ Privacy for occupants of the housing project and neighbors;
- ▶ Adequate usable private open space sheltered from noise, winds, with solar orientation and visual privacy and encouraged views;
- ▶ Pleasant views to and from the project;
- ▶ Safety, security and lighting
- ▶ Design elements that facilitate neighborhood interaction, such as porches, front yards along the streets and entries facing public walkways;
- ▶ Redevelopment actions to help consolidate substandard lots (less than 3,000 sq. ft.)

- ▶ Zoning Code recommendations regarding setbacks, height and scale issues.
- ▶ Parking standards for the variety of different sized lots including the promotion of rear yard covered parking, stacked parking and reduced parking allowances to try to alleviate the garage scape character of many new developments.
- ▶ Opportunities to improve privacy and solar access
- ▶ Criteria to respect site constraints such as property size, shape, slope, access to creeks, and native trees.
- ▶ Adequate parking and storage space.
- ▶ Recommendations as to the size, location and types of rooms to serve the changing population.

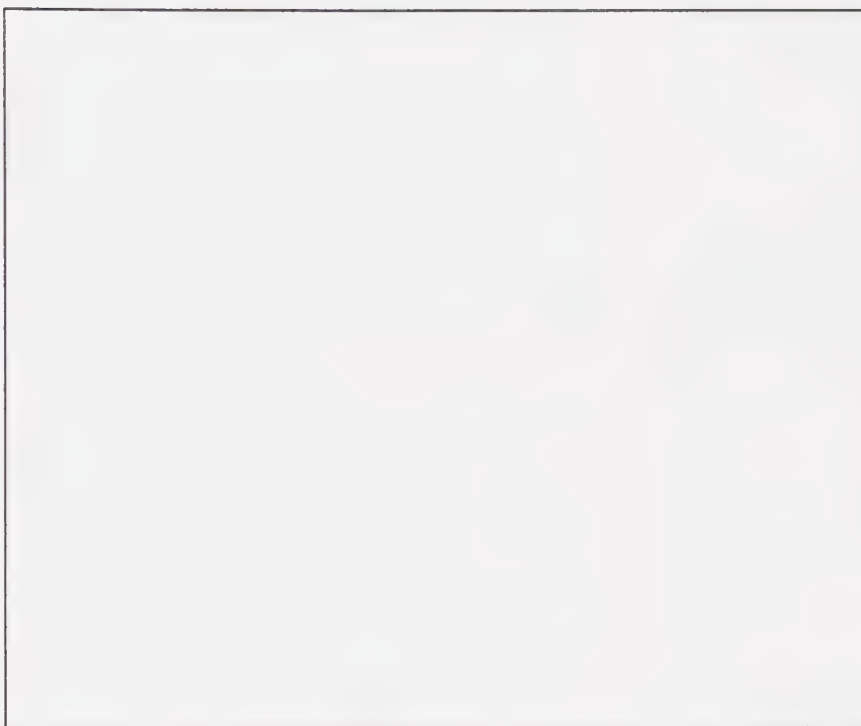
For larger and higher density housing projects (2 or more units), housing guidelines should consider the items identified above, in addition to the following development criteria:

- ▶ Consolidated driveways onto collector streets;
- ▶ Minimum and maximum density and scale parameters for certain Zoning Districts;
- ▶ Requirements for programmed design amenities including open space, onsite facilities and landscaping;
- ▶ Integration of onsite and off-site circulation designs;
- ▶ Homeowner associations and CC&R incentives



**Action LU 4.G:  
EBRPD Trail Cooperation**

In a cooperative effort with East Bay Regional Parks District, adjacent cities and transit agencies, continue to further the efforts to improve access and expand trail, bike and pedestrian linkages from San Pablo to the adjacent open space networks specifically the East Bay Parks Regional Trail, Alvarado Park, Wildcat Canyon Regional Park, Point Pinole Regional Park, and the City of Richmond neighborhood and community parks.



*Figure 21 East Bay Regional Park Bay Trail Plan*

**Action LU 4.H:  
Community Roadways**

Continue to incorporate traffic calming devices within neighborhoods to reduce the speed of through traffic in single-family residential areas. Options such as neck downs, curb extensions, traffic circles, speed humps and diverters should be explored and utilized as a means of allowing for pedestrian activity within the neighborhoods.

**GOAL 1.5**

**ECONOMIC VITALITY  
("ECONOMIC DEVELOPMENT")**

**TO ENHANCE THE CITY'S ECONOMIC BASE BY ENCOURAGING AND PLANNING THE DEVELOPMENT OF LAND USES WHICH HAVE A POSITIVE FISCAL IMPACT UPON THE CITY'S REVENUES.**

This section specifically addresses strategies to promote revenue generating land uses. Among these strategies are creating attractive and economically viable commercial districts, incentive programs and support for local businesses, and commercial design guidelines. A final portion of this section presents guidelines for preparing specific plans for individual districts within the community.

**Policy LU 5.1:  
Commercial Land Use Consolidation**

Due to the overabundance of strip commercial space, the City shall seek to consolidate commercial land use into more integrated and manageable areas that seek to be reflective of their existing character, but that promote commercial uses that are within designated districts, around existing community serving centers, and at the intersections of primary and secondary arterials.

**Policy LU 5.2:  
Comprehensive Incentives Program**

As part of the Zoning Ordinance update, the City shall develop a comprehensive incentives (trade-

offs) program as a method to promote quality and amenities in the construction of new developments or the revitalization of existing commercial areas. Incentives should be developed in a manner that responds to the provision of local and regional amenities and facilities in return for increased development potential, reduction of impact fees or related benefits. Amenities can include expansion of community services and facilities, hiring from the local employment base, and related activities that contribute to the overall quality of life on either a City-wide or District basis. Correspondingly, the incentives program should set forth a choice of amenities to be linked in a sliding scale of return based upon the critical needs of, and benefit to, the City.

**Policy LU 5.3:**

**Area Tax Generation Evaluation**

Continue (on an annual or other acceptable time frame) to evaluate new local, regional and state retail sales and property tax generation averages, and target those sectors that are under served within the City and that may provide opportunities for encouraging development into these markets. Related activities can include developing a marketing program to attract these targeted business, employment and commercial opportunities.

**Policy LU 5.4:**

**Specific Plans**

In order to provide for a comprehensive planning approach, the City should consider using Specific Plans (or a similar planning approach) for all or portions of 23rd Street, El Portal Center, Alvarado, and the Entertainment/Regional Commercial Districts. Other areas to be given consideration for comprehensive planning activities, depending on community initiative and potential investment, include Rumrill Boulevard, Market Street, Giant Trade Center and the Hillside area.

**Policy LU 5.5:**

**District Vitality and Improvement**

As a method for encouraging economic

development activity, the City shall (on a priority basis) utilize the Specific Plan process for District improvement to coordinate the pattern and mix of land use, ensure a compatible transition of land uses (internal and adjacent), balance development activity with corresponding public improvements and demonstrate (to both the community and potential investors) a commitment to increasing the vitality of San Pablo.

**Policy LU 5.6:**

**Location of High Employment and Tax Base Generating Development**

Continue to investigate and promote opportunities for developing the necessary financial and non-financial tools to be used to locate commercial and high employment generating development in the appropriate areas to increase the City's sales tax base, and to encourage the use of incentives (where appropriate) to improve the City's overall economic capabilities.

**Policy LU 5.7:**

**Regional Commercial Development**

The City shall seek to strategically expand its share of the region-serving retail commercial development.

**Policy LU 5.8:**

**Commercial Market Supporting Uses**

The City shall seek opportunities to create market supports for commercial centers through the creation of quality higher density residential development in surrounding areas.

**Policy LU 5.9:**

**Pedestrian Access**

Opportunities for direct connections between residential and commercial districts should be enhanced to emphasize pedestrian access.

**Policy LU 5.10:**

**Development Nodes**

Increase the intensity, density, and quality design standards for development at the intersections of primary and secondary streets as



an opportunity to encourage and highlight important nodes of activity within the community.

**Policy LU 5.11:****Commercial Design Guidelines**

In approving new commercial projects, the City shall seek to ensure that such projects reflect the City's concern for achieving a high quality of development through District Specific Plans and Design Guidelines. Correspondingly, new commercial development shall be designed to avoid the appearance and function of typical strip development.

**Policy LU 5.12:****Local Business Groups and Associations**

The City shall continue the work effort established through the General Plan Community Outreach to promote and cooperatively support the activities of local business groups and associations, such as the Chamber of Commerce, to promote and expand businesses in San Pablo.

**Policy LU 5.13:****Non-Commercial Uses Within Commercial Districts**

The Conditional permitting of non-commercial uses within commercial areas shall be based upon the findings designated within the Zoning Ordinance and the goals and policies found within each Special District planning area.

**Action LU 5.A:****Economic Development Strategies Plan**

The City shall conduct a periodic market validation analysis which evaluates the City's economic development efforts and opportunities to attract retail services, selected industrial and employment sectors, and comparatively updates the City's retail and property tax performance as related to the region and State averages. The plan should include a marketing approach that creates incentives to attract those sectors under served within the City, and focus on the efforts to create definable Districts throughout the community.

**Action LU 5.B:****Specific Planning Approach**

In support of the City's economic development activities, the City shall support Specific Plan, District Plan and Design Guideline approaches, and seek to utilize the process as a way to package Districts as a promotional opportunity. This can include coordinating with redevelopment type developers, and related reuse specialists under the terms of a design workshop, or working groups to encourage creative strategies for District development on a City-wide basis. The District Specific Plan should include the following components:

*Design Guidelines:* The guidelines shall establish the architectural style for the area and include recommendations on a coordinated color pallet for existing and new development, architectural finishes, definitive architectural statements, tile work, pedestrian scaled amenities and features such as canopies, arcades, paseos, architectural lighting, public and private space creation, massing, setback, and hierarchy of scale.

*Signage:* The Specific Plan shall identify encouraged and discouraged site specific, gateway specific and regional identity specific signage for the area that is uniform in appearance while incorporating the District theme.

*Uses to Encourage, Discourage and Conditionally Permit:* Within the Specific Plan identify uses that should be encouraged, permitted, conditionally permitted, and not permitted.

*Site Design Criteria:* Include public plazas and open space in redevelopment activities of existing buildings.

*Parking Management:* Parking Management and Public Transit programs for each district.

*Gateways:* The District entry points should have a hierarchy of unique entry signage, directional

signage and accent landscaping and lighting.

*Public Right of Way Improvements:* Public ROW improvements should have streetscape themes, banners, landscaped medians and sidewalk paving that responds to the District themes encouraged for the area.

*Other Requirements:* All other Specific Plan components as identified by State Planning Law.

## GOAL 1.6

### IMAGE ENHANCEMENT

THROUGH REGIONAL AND LOCAL ADVOCACY, THE CITY SHALL COMMIT TO CREATING AN IMAGE (BOTH REAL AND PERCEIVED) OF SAN PABLO THAT FOCUSSES ON BEING A SAFE AND VIABLE BUSINESS ENVIRONMENT, PROVIDING OPPORTUNITIES FOR HOME OWNERSHIP AND OFFERING A PLACE TO RAISE FAMILIES IN A DIVERSE ENVIRONMENT OF MIXED INCOMES AND MULTIPLE CULTURES.

The emphasis of this section is to promote the overall viability of San Pablo. This goal is pursued by policies and actions that seek to ensure varied and ample housing opportunities within the community, promote cultural diversity and a positive image/identity for San Pablo, and direct the preparation of district sign guidelines and commercial/industrial design guidelines.

#### Policy LU 6.1: Multi-Family Amenities

Multi-family housing should provide a mix of amenities that include a balance of public and private open space, landscaping and recreational amenities with direct accessibility to commercial, public transit and community open space or cultural resources.

#### Policy LU 6.2

##### Planned Community/Specific Plan

Promote the rezoning of large parcels of land to

Planned Community (PC) or Specific Plan approach to protect and encourage the most appropriate development pattern of the land with considerations for land uses that meet the intentions of the Land Use Element and related District definitions.

#### Policy LU 6.3:

##### El Sobrante Valley/North Richmond Annexation

In the event there is an opportunity to pursue future annexation of the El Sobrante Valley and/or North Richmond, the City shall work in joint action with the El Sobrante Planning and Zoning Advisory Committee, City of Richmond and Contra Costa County.

#### Policy LU 6.4:

##### Rollingwood/Hillside Annexation

Utilize annexations as an opportunity to enhance the City's image by exploring the potential to annex the Rollingwood and Hillside areas within the Sphere of Influence.

#### Policy LU 6.5:

##### Redevelopment and City Culture

The City shall promote public, private and Redevelopment projects to incorporate historic and multi-cultural precedents in design and aesthetic elements that reflect the diversity and history of the community.

#### Policy LU 6.6:

##### Affordable Housing

The City shall promote the development or redevelopment of affordable housing to meet the needs of low- and moderate income households.

#### Policy LU 6.7:

##### City Image and Identity

Recognize the importance of prominent City gateways, and work to establish and enhance the City's identity and image within Districts and Neighborhoods through landscaping, lighting and signage.

#### Policy LU 6.8:

##### Housing Availability

The City shall maintain an adequate supply of



residential land in appropriate land use designations and zoning categories to accommodate projected household growth and to maintain normal vacancy rates.

#### **Policy LU 6.9:**

##### **Consolidation of Substandard Lots**

Encourage the consolidation of substandard lots in residential areas to create larger developable parcels.

#### **Action LU 6.A:**

##### **District Sign Guidelines**

Modify and update the City's sign ordinance to reflect the intended character of each District. The sign criteria should be evaluated through a public input process to better understand unique or special needs of a given District, and developed in a manner that responds to the special characteristics of that portion of the City.

#### **Action LU 6.B:**

##### **Commercial/Industrial Design Guidelines**

The City shall adopt design guidelines for commercial and industrial development as a stand alone document or as part of the Specific Plan approach to promote the economic and redevelopment activities in the community. The guidelines should include standards for the individual districts to encourage uniform and complementary scale, building and site design features on the following:

- ▶ Architectural finishes, definitive architectural statements, architectural lighting; coordinated color palette, massing and hierarchy of scale;
- ▶ Pedestrian scaled amenities, pedestrian lighting, hierarchy of passageways and connecting points including arcades, paseos, alleys;
- ▶ Site design improvements that include parking lot landscaping, public and private space creation, pedestrian walkways, a variety of creative paving

and other ways in which to break up large areas of parking;

- ▶ Entry treatments to the building and the site;
- ▶ Public transit improvements;
- ▶ Recommendations on a variety of scales, setbacks and design criteria that are respective of existing pattern of growth specifically addressing the enhancement of unique patterns of development within the City's special districts including 23rd Street and Rumrill; El Portal Central Business District; Giant Trade Center; Civic Center; the Entertainment District; and Neighborhood Commercial Uses.
- ▶ Design standards for outdoor sales areas and fencing;
- ▶ Guidelines for larger developments should also include standards for connecting internal roads to the existing roadway network; options for shared parking;
- ▶ Design mitigations to alleviate safety concerns such as the treatment of the rear elevations of buildings, building transparency and lighting.
- ▶ Location, consolidation and treatment (i.e., screening) of trash enclosures, loading areas and utility boxes.

#### **Action LU 6.C:**

##### **Annexation Options**

Prior to commencing any annexation activities, a cost/benefit fiscal analysis shall be prepared

which assesses the overall financial impact on City services.

#### **Action LU 6.D:**

### **Mobile Home Parks**

Establish a liaison with the State Department of Housing to identify means to actively improve the local mobile home parks. Encourage minimum city based standards of health, safety and welfare for the inspection, enforcement and improvement to park design through design guidelines. Improvements should focus upon visibility from the public right-of-way.

## **GOAL 1.7**

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### **CIVIC PRIDE**

**TO INSTILL A SENSE OF OWNERSHIP, COMMUNITY PRIDE AND CIVIC RESPECT WITHIN THE CITY AS A MEANS OF IMPROVING THE SAFETY AND IMAGE OF THE COMMUNITY.**

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This section promotes a sense of civic pride through community involvement programs and neighborhood organizations. Guidelines for promoting safe and attractive neighborhoods, a code enforcement priority plan and a Public Information Officer are discussed here as strategies for promoting community involvement as a means of promoting a safer and more attractive community. Consideration of an outdoor public market which includes the crafts, foods and culture of the community is recommended.

#### **Policy LU 7.1: Neighborhood Organizations**

Promote and encourage the formulation of neighborhood groups and organizations that are geared towards specific issues and concerns identified at the neighborhood level.

#### **Policy LU 7.2: Residential Living Environment**

To ensure the value of properties within the City's residential neighborhoods are maintained

and enhanced, the City shall require that property owners maintain the health, safety and aesthetics of the neighboring living environment.

#### **Policy LU 7.3: Home Ownership**

Seek to reduce the high proportion of absentee landlords and local rentals to home ownership opportunities as a primary goal in the revitalization and installation of community values for the enhancement of residential neighborhoods.

#### **Policy LU 7.4: Neighborhood Revitalization**

Protect and revitalize the existing neighborhoods to ensure a healthy, safe and attractive living environment with a variety of housing types to serve the needs of present and future residents of the community.

#### **Policy LU 7.5: Community Involvement**

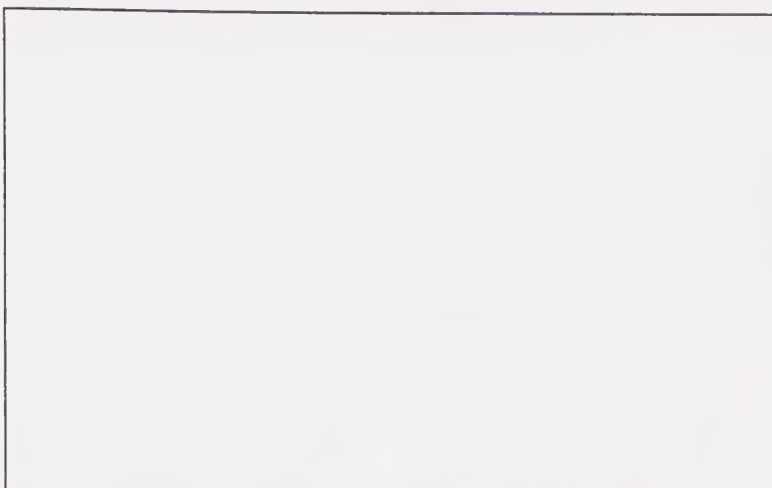
Every opportunity should be taken to work with the residents to identify means to become involved in the improvements of safety, qualities of life, public improvements and voluntary efforts that change the character of neighborhoods and districts, the provision of community services, and educate the community on local and regional programs such as home ownership options within the community.

#### **Policy LU 7.6: Community Information Program**

Establish a periodic program for conducting community forums or community newsletters to inform residents and business owners regarding issues of local and regional importance.

#### **Policy LU 7.7: Public Market**

Recognizing the community's need to have a public market where the crafts, foods and culture of the City can come together in one area, the City should explore options to develop location for a periodic or permanent public market,



**Figure 22** *City of San Pablo Chamber of Commerce weekend Farmers Market.*

mercado or designated outdoor sales area, preferably at the connection with existing commercial areas.

#### **Action LU 7.A:**

##### **Community Group Support**

As a continuation of the General Plan Community Outreach, the City shall support the efforts of existing and newly formed community groups and organizations through public education and informational assistance regarding available local and regional programs and activities such as for home, health, training and business improvements.

#### **Action LU 7.B:**

##### **Rehabilitation Target Areas**

Establish target areas for the removal of blighted residential and commercial uses to be combined with infill on vacant lots, lot assembly and rehabilitation efforts for new development opportunities.

#### **Action LU 7.C:**

##### **Code Enforcement Priority Plan**

In conjunction with the activities and as a tool of the Redevelopment Agency, Economic Development Division, and the Housing Division, a Code Enforcement Priority Plan

should be utilized to classify residential, commercial and industrial areas of the community into treatment areas for a facilitated educational campaign integrated with enhanced code enforcement activities. Area evaluation may consider categories to utilize such as:

- ▶ Maintenance and Improvement Area where intensive maintenance and image improvements should be focused.
- ▶ Stabilization areas where general or minor rehabilitation may occur around investment of major rehabilitation.
- ▶ Major rehabilitation area where substantial major rehabilitation with scattered infill development or unit replacement would occur
- ▶ New Development Area with primary infill or replacement development with scattered major rehabilitation.

As with Action LU 7.D Neighborhood Revitalization, priorities should focus on improvements that consider the highest impact to visibility from the public right of way. Improvements should consider roadway repair, landscaping, home improvement loans or grants and home-ownership programs.

#### **Action LU 7.D:**

##### **Neighborhood Revitalization**

Conduct a neighborhood revitalization process that combines the effort of neighborhood outreach and participation with an evaluation and improvement effort to identify potential improvements that should be made throughout the City.



- ▶ Focus on the street as the center of the neighborhood and include no more than six full blocks in the study area;
- ▶ Devise strategies to help stabilize the renter/owner ratio within the Study area;
- ▶ Encourage the development of neighborhood organizations such as neighborhood watch groups and neighborhood advisory committees;
- ▶ Identify both public (traffic calming activities, sidewalk improvements etc.) and private property (residential rehabilitation, block cleanups, etc.) improvements;
- ▶ Educational component on existing or needed City and different agency services;
- ▶ Maintain neighborhood character and enhance neighborhood safety and stability.

The program may include the effort of one part time staff person to coordinate the efforts of the outreach and evaluation, and to both coordinate and identify the public and private resources. Based upon public input, priority areas based on highest importance would be Old Town followed by Rumrill, Bayview and the Hillside areas.

#### **Action LU 7.E:**

##### **Public Information Officer**

As part of the functions of the community Outreach Specialist - Police Relations Officer or as a separate employee, designate a Public Information Officer to conduct outreach to the residential neighborhoods and the commercial districts. The Officer would work with any District Advisory Group, help to educate on local and regional programs, administer the Community Based Organizations Grants Program, help organize and promote public and private loans, and develop a monthly community newsletter.

The focus of developing neighborhood organizations should be within the Old Town,

Rumrill, Bayview, Central and Hillside Neighborhoods and provide a community based perspective on local Redevelopment plans, City activities, development of design guidelines, recommendations on public improvements and input into community newsletter. Other considerations should include:

- ▶ Monthly community newsletter providing updates on activities within the City, the neighborhood and the districts.
- ▶ Serve as a liaison between community activities and resources available with the City.
- ▶ Help to organize and promote community activities
- ▶ Coordinate translations of City materials for the community.
- ▶ Development of a directory of services and staff resources for community use and inter-departmental use.

#### **Action LU 7.F:**

##### **Community Cultural Resource Center**

Establish an office/cultural resource center within one of the Districts to serve as a focal point for community relations between the City and the Community. The location of the Center should consider visibility, accessibility and serve to complement the nature of the District and the adjacent residential community. Capacities for volunteer, private, non-profit and/or public services should be considered. One goal of the center could be to serve as a liaison between the local multi-cultural community and the City and County in the translation and distribution of materials, the research of enhanced services and the promotion of community building and the advancement of local multi-cultural activities and events.

## **DISTRICT AND NEIGHBORHOOD DEFINITIONS**

Provided below is an overview of existing



conditions and the defining attributes of each District within the City. Districts within the City have been identified through physical and social characteristics, historic development patterns, and in response to the City design and economic development goals identified by community input during the General Plan Update. The districts and neighborhoods have been developed in order to focus the creation of a healthy and balanced mix of complementary land uses where economic development and redevelopment activities may be targeted in the future. As identified in Figure 1.4, the Land Use Plan, there are eight (8) individual Mixed Use Special Districts found within this General Plan. The term Mixed Use is intended to be used as a flexible land use in order to shape identifiable and economically sustainable focal points, or Districts, within the community. By "mixing" compatible land uses, a new pattern of re-use and development is intended to provide the necessary employment, housing, open space, commercial goods, public services and public facilities that meets the communities present and future needs.

Preceding some of the Districts, a discussion of special neighborhoods within the City have been included in order to provide an appropriate setting for some of the Districts, to respond to specific communities input, and to provide an overview of the unique residential areas adjacent to the Districts.

#### District Name and Land Use Description

- 1 **Entertainment/Regional Serving Commercial District** - Regional and Community Serving Commercial and Public Facilities supported by High Density Residential uses.
- 2 **El Portal Center/Public Transit District** - Community Serving Commercial, Public Facility, Medium Density Residential, and Open Space.

#### **Old Town Neighborhood Discussion**

- 3 **23rd Street District** - Commercial and Mixed Use (residential above commercial)
- 4 **Market Avenue District** - Medium Density Residential, Public/Semi Public, Institutional.
- 5 **Rumrill Boulevard District** - Commercial, Industrial and Heavy Commercial.
- 6 **Alvarado District** - High Density Residential, Public Facility, Open Space, and Commercial.

#### **North Entrance, Rumrill/Bayview Giant Trade Center Business Park**

- 7 **Giant Trade Center Business Park** - Light and Heavy Commercial, and planned Medium Density Residential.

#### **Hillside Neighborhood and San Pablo Dam Road District**

- 8 **San Pablo Dam Road District** - Light and Heavy Commercial, High Density Residential and Open Space

Within this District and Neighborhood Definitions section, discussion for each Mixed Use Special District has been organized in the following manner:

*District History* discusses identifiable landmarks, historical precedents and past planning/redevelopment activities.

*Community Vision* describes the vision for the area based upon community input from the public outreach process.

*Planning Boundaries and Challenges Summary* creates the foundation and describes opportunities and challenges from which to ultimately achieve the appropriate balance.

*District Approach* identifies the land use and physical design elements that will be utilized to achieve the most appropriate balance between the preceding categories and help to give direction to the City's economic and redevelopment priorities.

*Goals, Policies and Implementation Actions* states the City's position and provides the direction to the *District Approach*.

For purposes of definition within this section, physical design elements consider a number of economic development-based tools, when applied together, create an identifiable character to these unique planning Districts. Typical improvements to help define the

District's are divided into public improvements (those found within the public right of way) and private improvements (those improvements made to private properties).

#### Public Improvements:

sidewalk paving	street trees
gateway elements	lighting
directional signs	furniture
median landscaping	lighting

#### Private Improvements:

building materials	roof lines
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*Figure 23 Examples of public improvements including special paving, furniture, lighting, landscaping, and planters*



*Figure 24 Examples of public improvements.*

signs	setback standards
architectural lighting	landscaping
fencing	entries
building heights/bulk	pedestrian paths

Following the Mixed Use Special Districts section is the discussion on the special neighborhoods, which include Old Town, Rumrill/Bayview and the Hillside Area.



## DISTRICT 1: ENTERTAINMENT/ REGIONAL SERVING COMMERCIAL DISTRICT

scale commercial buildings (the former K-Mart), a commercial shopping center (Town Center), and a gaming casino. A number of public works roadway and landscaping improvements have been completed along San Pablo Dam Road complementing this commercial gateway into the community.



*Figure 26 View of San Pablo Avenue North from the southerly entry.*



*Figure 25 Views of Town Center from San Pablo Dam Road*

### *Community Vision*

The community envisioned creating an Entertainment/Regional Serving District that would promote a variety of local and regional entertainment and recreation activities for all age groups while continuing to offer the goods and services that currently are in place. A festive atmosphere would be created through the incorporation of coordinated color palette pedestrian scaled architectural features such as covered walkways and paseos; architectural lighting, streetscape themes and outdoor gathering spaces/plazas. Land uses would include entertainment oriented shopping, cafe's, dining, and recreational activities and facilities coordinated around a central theme. Hotels/motels, higher density residential uses, and other land uses which help support the local and regional market potential for the area would be encouraged.

### *District History*

In the 1970's this District was originally established as the South Entrance, the City's first Redevelopment Project Area. Over the last two decades, former uses such as trailer parks, a drive in movie theater, ice skating rink, bowling alley and vacant lots have been redeveloped or developed as multi-family residential, large

### *Planning Boundaries and Challenges Summary*

The establishment of the District has Brookside Hospital, Diaz Plaza, and Town Center as the north westerly, southerly, and easternmost anchors of the district, respectively. The Casino is located at the nucleus of the district, the intersection of San Pablo Avenue and San Pablo Dam Road. Included within the mix is the need



to capitalize on the regional access to Interstate 80. In response to the history, vision and existing setting, the challenge has been to develop planning policies for the District in order to achieve a balanced mix of social, medical, residential, recreational and regional commercial uses for both the local and the targeted regional market area. The added challenge is to develop an identifiable theme and atmosphere that is conducive to the conflict between auto-oriented development and the desired pedestrian oriented activities.

### Planning Approach

Land Use and Physical Design approaches have been concentrated into the following special planning areas A through E (Figure 28).

## LEGEND

### LAND USE DESIGNATIONS

-  District Land Use and Design Focal Point (Area where District character is emphasized)
-  Multi-Family Residential Designation
-  Commercial Designation
-  Public/Semi Public, Institutional Designation
-  Mixed Designation (Areas where a mix of (of land use designations occur)
-  Open Space, Multi-Use Corridor Designation

### COMMUNITY DESIGN CONSIDERATIONS

-  District Themed Gateway Feature (Examples may include special entry monument, landscaping, lighting etc.)
-  Special Themed Crosswalk Treatment (Examples may include paving, signage etc.)
-  Special District Focal Point (Pedestrian themed intersection, plaza, landscaping, paving, architectural massing/elements, etc. features)
-  District Themed Unifying Streetscape Treatment (Examples may include street trees, landscaping, banners, signage, special sidewalk paving, etc.)
-  Pedestrian Mid-Point Connection (Examples could include, pedestrian alleyways, bridges, or other improvements to improve pedestrian accessibility.

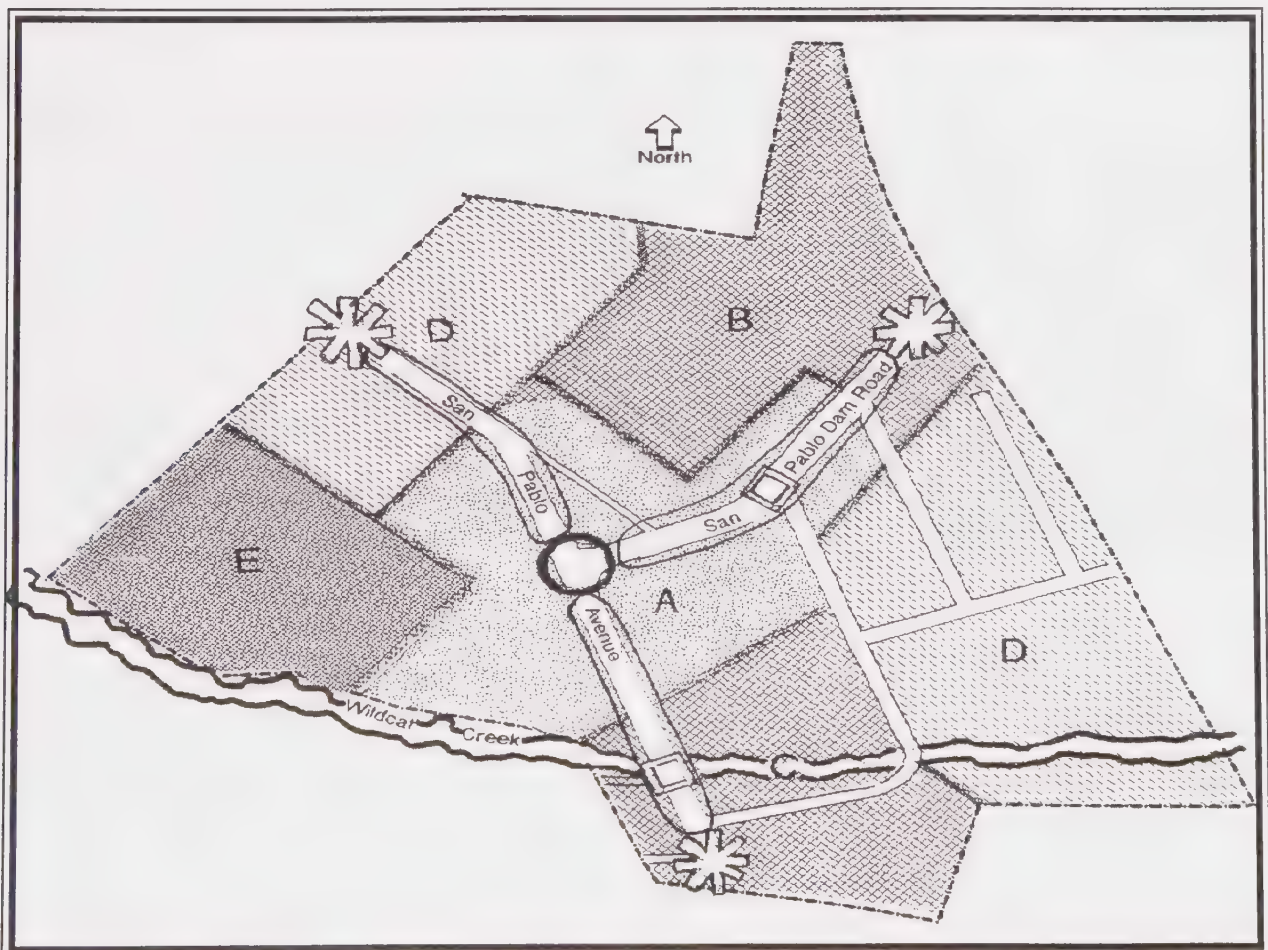


Figure 28 District 1: Entertainment/Regional Serving Commercial District Plan



Area	Description
------	-------------

- |    |   |
|----|---|
| A. | Properties in the area adjacent to the intersection of San Pablo Dam Road and San Pablo Avenue. |
|----|---|

Approach: Properties have a commercial designation with intended land uses to be conducive to "entertainment" including commercial uses that may include shopping, dining, lodging, and indoor, active or passive recreation facilities for both the community and the region.



*Figure 29 Examples of buildings located in Area C.*

- |    |   |
|----|---|
| B. | Properties located along San Pablo Dam Road (from I - 80 west to Area A) with frontage along Interstate 80 including the existing commercial shopping center. |
|----|---|

Approach: The planning area is commercially designated with the intent of attracting regional serving commercial uses while continuing to provide community serving commercial uses that support the community vision for the area. Redevelopment opportunities would seek to expand the planning area south (along I-80) to provide increased regional market opportunity sites with freeway frontage.

- |    |   |
|----|---|
| C. | Larger Properties located along San Pablo Avenue south of Area A bounded by the City limits and residential uses along Contra Costa Avenue. |
|----|---|

Approach: Due to the larger size of the properties within this area, both Regional and Community serving commercial uses are permitted that may be more automobile oriented in nature. Physical design elements should seek to create direct visual and physical pedestrian connections to the adjacent properties to encourage pedestrian oriented activities in Area A (San Pablo Avenue at San Pablo Dam Road).

- D. Includes two planning areas. The first is north of area A and B along San Pablo Avenue and is developed by a mix of residential, commercial, and medical uses. The second is south of San Pablo Dam Road between Contra Costa Avenue and Interstate 80 and is developed by a mix of low to high density housing, some of which are non-conforming.

Approach: Although these two planning areas are outside of the currently targeted economic and redevelopment activities of the District, they are important to the ultimate economic vitality of the District. Due to the configuration of some non-conforming residential land uses (i.e. multi-family on small lots), the designation for the area would be High Density Residential /Commercial. The intent is to identify private, City or RDA resources as a tool to consolidate properties to create opportunities for both concentrated planned residential developments and appropriately sized commercial building pads for developments that would take advantage of the frontage opportunities along San Pablo Avenue and Interstate 80.

- E. This area is currently comprised of Brookside Hospital and bounded by Wildcat Creek and Vale Road.

Approach: The land use designation for this property is Public/Semi Public, Institutional. It has been identified as an anchor for the adjacent area, future activities should seek to complement and support its use and function.

#### *District Physical Design Elements*

Physical design standards should incorporate a festive coordinated color palette for new development; stucco and tile finishes on buildings; architectural lighting on landmarks and entries. Gateway statements

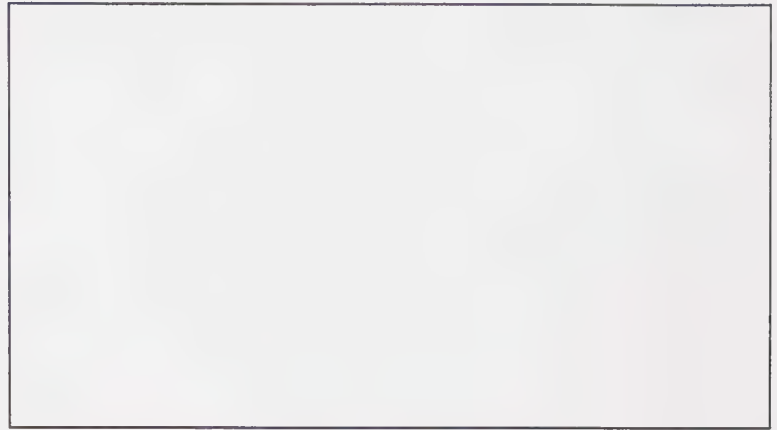
should be made at entries into the District at northerly and southerly points of San Pablo Avenue and at San Pablo Dam Road at I80. Linear design elements such as landscaping, lighting treatment and banners along with signage should help stimulate the District Theme. Special intersection treatment should be incorporated at the intersection of San Pablo Avenue at San Pablo Dam Road. Pedestrian oriented design features should be prioritized around this intersection and include specially treated walkways, canopies, themes and outdoor gathering spaces/plazas. Architectural design elements should emphasize the central importance of this node. Physical design features should include pedestrian walkways, spaces and amenities that are utilized to tie together the adjacent areas and connect the adjacent district in an effort to provide an integrated pedestrian scaled circulation system.



*Figure 30 Intersection of San Pablo Avenue at San Pablo Dam Road with examples of landscaping, banners and strong architectural elements.*



As part of the Planning activities to further the implementation of this District as a regional destination with a complementary mix of commercial businesses and a unique physical image, the implementation activities of this District are envisioned to be carried out initially through the Zoning Ordinance Update and ultimately through Commercial and Residential Design Guidelines or a Specific Plan process which would set clear economic, redevelopment and physical design standards in place.



*Figure 31 Properties in District 1 with I80 frontage.*

## GOAL 1.8:

### ENTERTAINMENT/REGIONAL SERVING COMMERCIAL DISTRICT

TO CREATE A REGIONAL AND LOCAL  
DESTINATION POINT FOR PEOPLE OF ALL AGE  
GROUPS WHO SEEK ENTERTAINING  
SHOPPING, DINING AND RECREATIONAL  
OPPORTUNITIES.

#### Policy LU 8.1: Circulation Activity

Recognizing the contiguous relationship of this district to the regional transportation route (I-80), utilize public transportation and alternative commute options as an opportunity to encourage higher levels of activity within the District's commercial areas.

#### Policy LU 8.2: Event Programming

Program and promote regionally recognized events in the District as a means of fostering a positive image of the City as a place to visit, reside and conduct business.

#### Policy LU 8.3: Public Safety

Ensure that the perceived and actual public safety within the district is achieved through the

enhancement and design of public improvements, police coordination, and private involvement

#### Policy LU 8.4: Design of I-80 Frontage

Encourage prioritized redevelopment and consolidation of District parcels fronting along I-80 to create an attractive and enticing freeway frontage.

#### Policy LU 8.5: Public Vision Planning Approach

Adopt a planning approach to the District that reflects and responds to the public vision for the district and ensures the policies and objectives for the area are instituted in new developments, the reuse of existing developments and the redevelopment activities for the area.

#### Policy LU 8.6: Mix of Activities

Create and encourage "zones" of activity that are oriented at the intersection of San Pablo Dam Road and San Pablo Avenue through a hierarchy of development that promotes entertainment/pedestrian oriented development, medical and service related uses, regional commercial uses and freeway/auto oriented uses

#### Policy LU 8.7: District Theme

Develop and encourage an identifiable theme for the District that achieves the objectives of creating an integrated architectural form for reuse or new development; creates a gateway to

the City; and promotes a regional image and dynamic destination point for heightened economic development and redevelopment activities.

**Action LU 8.A: Public Transit Resource - Regional Connection**

Work with the property owners, WCCTAC, regional transit providers and other applicable agencies to seek opportunities and funding to integrate public transportation into the development of "Center Transit Node" or activity focal point within the District. The "Node" may include the establishment of a park and ride lot, employment center shuttle service and other forms of transportation that will take advantage of the I - 80 HOV Lanes.

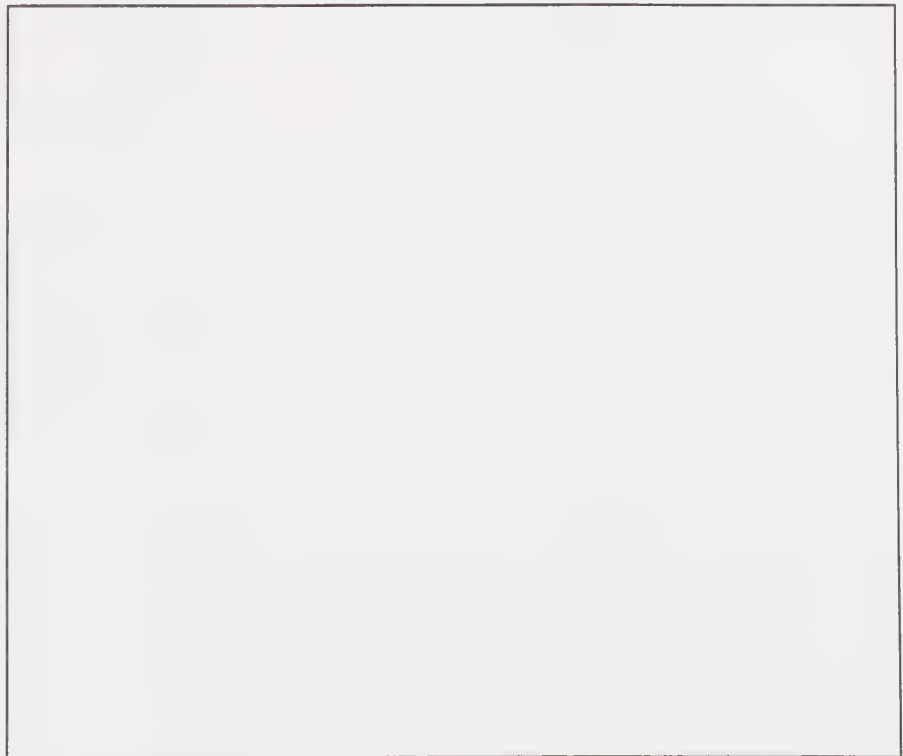
**Action LU 8.B: Public Safety Improvements**

The City shall coordinate with the Police Department to ensure the provision of adequate enforcement through additional patrols, a police substation or expanded reliance upon private security forces. As part of the Specific Plan review process, the Public Works Division will also ensure appropriate public and private lighting improvements and other safety features are also included within the proposed development.

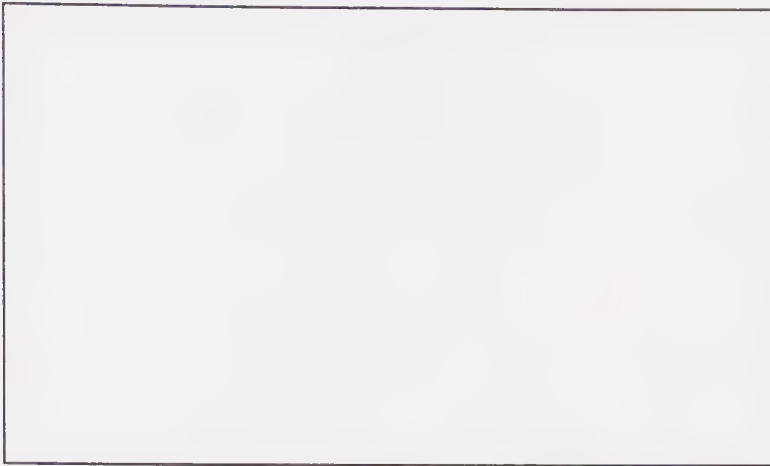
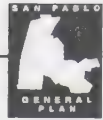
## District 2: El Portal/Public Transit District

### *District History*

El Portal Center was originally El Portal Park, a government housing project. In 1962, El Portal Center was created and over the next decade, it became the City's central business district, drawing traffic off San Pablo Avenue (Highway 40). Economic competition to the center began with the completion of Hilltop Mall in the early 70's as the "new" regional mall and has continued through the development of larger retail ("big box") developments and regional centers in the adjacent communities.



*Figure 32 Aerial view of El Portal Park in 1960 showing government housing and various commercial developments.*



*Figure 33 1996 view of El Portal Center from San Pablo Avenue.*

areas and the envisioned revitalized community center. Helms School with its large open space area represents active recreation opportunities. An AC Transit Center is located at Contra Costa College with service to both local West County Destinations and regional destinations including San Francisco and cities along San Pablo Avenue from San Pablo to Oakland. BART express bus service runs through the District with stops along San Pablo Avenue. Interstate bus service is available at the El Portal Center Greyhound Station.

### *Community Vision*

The El Portal/Public Transit District should become a new, planned pedestrian-friendly downtown area focusing on a range of local serving commercial uses and appropriately scaled regional serving uses, while adding residential development to underutilized property. Representing a revitalization of the historic downtown area, El Portal would include a central plaza for outdoor festivals, activities and markets.

### *Planning Boundaries and Challenges Summary*

The El Portal/Public Transit District is generally bounded by San Pablo Creek to the south; the north easterly entrance to the community at Church Lane and El Portal Drive; properties abutting to the west of San Pablo Avenue and Contra Costa College. The "heart" of the district runs along either side of the City's central spine, San Pablo Avenue. The District contains the greatest amount of opportunity for the re-use and re-allocation of lands and buildings including the El Portal School Site, the Armory, the easterly half of El Portal Center, and the vacant or under utilized properties along San Pablo Avenue. With the proximity of the creek, opportunities exist for establishing stronger pedestrian connections between the adjacent residential

Challenges for the District include the need to identify a means to tie together the entire district through land use and design measures that incorporate and establish a stronger connection to the adjacent institutional uses; the maximized use of existing vacant and underutilized properties to both integrate and provide market support for the District; the creation of incentives and opportunities for the use of public and private transit; and introducing design and marketing amenities that create a cohesive downtown center.

### *Planning Approach*

In order to create a legitimate, identifiable and viable downtown, a long range planning approach has been developed to re-use the number of vacant and under-utilized properties. The Economic Validation Analysis has recommended that economic development and redevelopment efforts focus on El Portal Center in terms of image and market enhancement to the City. The District has been organized into five planning areas to achieve this recommendation.

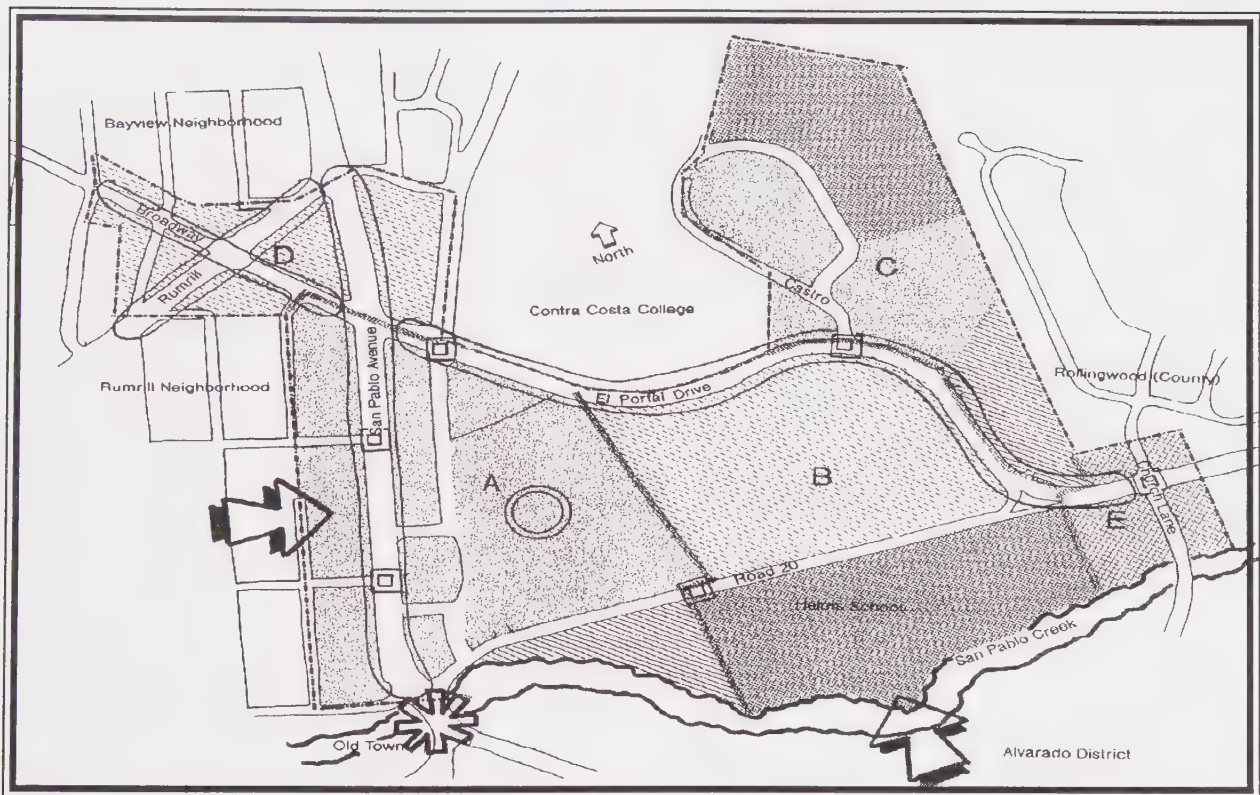


Figure 34 District 2: El Portal/Public Transit District Plan

## LEGEND

## LAND USE DESIGNATIONS

	<b>District Land Use and Design Focal Point</b> (Area where District character is emphasized.)
	<b>Multi-Family Residential Designation</b>
	<b>Commercial Designation</b>
	<b>Public/Semi Public, Institutional Designation</b>
	<b>Mixed Designation</b> (Areas where a mix of (of land use designations occur)
	<b>Open Space, Multi-Use Corridor Designation</b>

## COMMUNITY DESIGN CONSIDERATIONS

	<b>District Themed Gateway Feature</b> (Examples may include special entry monument, landscaping, lighting etc.)
	<b>Special Themed Crosswalk Treatment</b> (Examples may include paving, signage etc.)
	<b>Special District Focal Point</b> (Pedestrian themed intersection, plaza, landscaping, paving, architectural massing/elements, etc. features)
	<b>District Themed Unifying Streetscape Treatment</b> (Examples may include street trees, landscaping, banners, signage, special sidewalk paving, etc.)
	<b>Pedestrian Mid-Point Connection</b> (Examples could include, pedestrian alleyways, bridges, or other improvements to improve pedestrian accessibility.)

Area    Description

- A. Properties fronting San Pablo Avenue including the westerly end of the shopping center between San Pablo Creek and El Portal Drive.

Approach: Area A is the focal point of the District where the below referenced policies work towards creating a center or downtown to the community through the introduction and integration of outdoor gathering spaces (a central plaza), and a public transit terminal. Land Uses would be a mix of neighborhood commercial and appropriately scaled and treated regional commercial with conditionally permitted institutional, public facility uses to create a college and community serving retail, services and facilities District. Development along San Pablo Avenue should optimize views into the shopping center and create amenities to draw the high traffic volumes along San Pablo



Avenue into the Center. Amenities and parking lot treatments and locations should help serve to create the energy of a pedestrian oriented downtown. The west side of San Pablo Avenue should complement any treatment made to the Center through enhanced accessibility, image and land uses.

**B. Easterly Portion of El Portal Center.**

**Approach:** This area is designated Medium to High Density Residential/Commercial in order to allow some flexibility in future development/redevelopment proposals for the property based on current and future market conditions. Through the update process, the community envisioned the creation of a new multi-family neighborhood consisting of a mix of detached and attached residences; the integration of a community-wide usable open space feature; and direct connections to the adjacent services and facilities (i.e. Contra Costa College, Helms School and El Portal Center). The Economic Validation Analysis supports redevelopment of approximately half of the center with close to 250 quality townhouse and apartment units to create market support for a viable downtown. Policies to encourage the improvement of Helms School and its open space opportunities should be complementary to the new neighborhood concept.

**C. Existing Properties within this area include a mix of office, commercial and training uses. The area is generally oriented around Castro Street.**

**Approach:** Area C is designated commercial/residential mixed use in order to allow for the existing uses and to encourage future development that is complementary to the adjacent uses which include the vacant El Portal School Site, a medium density townhouse development and Contra Costa College.

**D. North end of the District oriented around Broadway and Rumrill Boulevard**

containing a mix of commercial, institutional, residential and public uses.

**Approach:** Through a flexible Commercial and Medium to High Density Residential Designation, the intended land use pattern would be to create market support for the adjacent "Downtown" and public transit uses through the consolidation of parcels into higher intensity employment generating uses and density residential units.

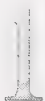
**E. North-Easterly entrance into the City located at the intersection of El Portal Drive and Church Lane.**

**Approach:** Designated as Commercial, land uses and public right of way treatments within this area should be encouraged to emphasize this area as a primary gateway into both the El Portal/Public Transit District and the Alvarado District.

*District Physical Design Elements*

Special gateway features should be incorporated at San Pablo Creek, San Pablo Avenue, El Portal Drive at Church Lane and Rumrill Boulevard and San Pablo Avenue. Landscaping, street trees, themed architectural treatments, banners, paving and signs should be utilized to create a Downtown District Theme. Public sidewalk improvements and amenities should be installed to connect the adjacent residential neighborhoods (Rumrill, Bayview, Old Town, and Rollingwood), the Alvarado District and Contra Costa College. Some form of public plaza or square should be introduced into the downtown area as a focal point for community based activities; both active and passive open space opportunities should be included along San Pablo Creek and within any new housing development.

Initial planning for the area would be implemented through the Zoning Ordinance Update with the subsequent development of



theme based Design Guidelines. Pending longer term development or re-use opportunities for the area, Planning activities to further the implementation of this District are envisioned to be carried out through a Planned Community process as identified within the District policies and actions.

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### **GOAL 1.9**

#### **EL PORTAL PUBLIC TRANSIT DISTRICT**

**TO CREATE AN INTEGRATED PUBLIC CENTER AND "DOWNTOWN" WITHIN THE CITY WHICH PROVIDES RETAIL AND COMMERCIAL SERVICES, COMMUNITY RECREATION AND GATHERING AREAS AND A NEW RESIDENTIAL NEIGHBORHOOD ALL SUPPORTED BY PUBLIC TRANSIT AND THE ADJACENT INSTITUTIONAL AND PUBLIC FACILITIES.**

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#### **Policy LU 9.1: Commercial Market Supporting Uses**

Develop housing adjacent to the El Portal Shopping Center at a density and design that establishes market support to the center and is of a quality that is conducive to supporting home ownership and a diversity of household incomes.

#### **Policy LU 9.2: College/Center Connection**

Integrate Contra Costa College into the planning of El Portal Center so that this institutional facility will have a stronger physical and social connection to the Center, to the new residential area(s) and to the community as a whole.

#### **Policy LU 9.3: Downtown Land Use Mix**

Encourage a mix of community oriented recreation, commercial and public service facilities that are complementary to the downtown and student serving character intended for this District, but that does not compete or detract from the intended focus of the regional entertainment/recreation facilities intended for District 1.

#### **Policy LU 9.4: Pedestrian Atmosphere**

Development within the District from the West side of San Pablo Avenue to the front (westerly facing) end of El Portal Shopping Center should be pedestrian oriented with a mix of outdoor activities, cultural spaces, community oriented facilities and services, and improvements that serve to create a interactive pedestrian atmosphere.

#### **Policy LU 9.5: District Market Support**

Encourage increased activity and market support for the District by integrating the AC Transit Center located at Contra Costa College with the development of a revitalized Downtown, the improvement of pedestrian linkages to and within the Center, the introduction of ongoing community programs, and the promotion of higher intensity and density of uses within an easy walking distance (1/4 mile or less) of the Center.

#### **Policy LU 9.6: El Portal School and Armory Sites**

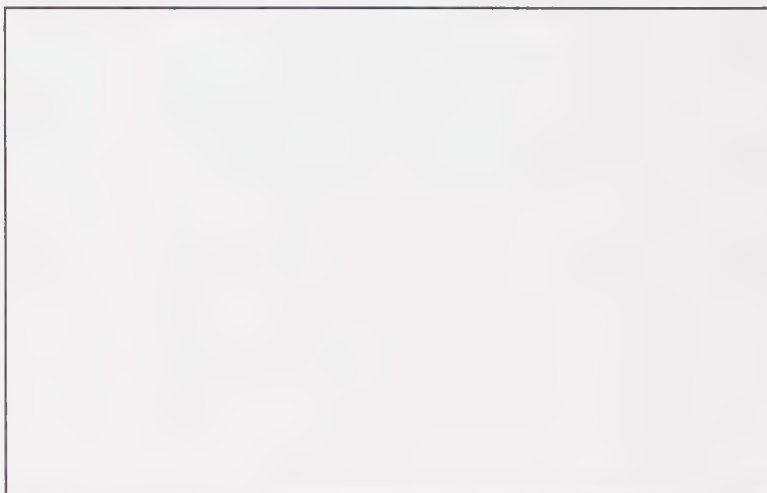
Consider and designate the El Portal School and Armory sites as future land use and planning opportunities within the El Portal Downtown District, which should be considered for uses complimentary to adjacent land use patterns.



### **Action LU 9.A: Downtown Public Transit Terminal**

Work with AC Transit, Contra Costa College, the Greyhound Bus Terminal, BART and Amtrak Feeder Service, WestCat, paratransit program, the property owners and any other appropriate agency or group to create a sub-regional and regional public transit center in El Portal Center. The terminal should utilize information and signage systems, station design, and efficient delivery and pick up service to encourage maximized local use with additional location criteria to have positive economic benefits on the adjacent commercial businesses. Identify all grant resources and potential grant partners to ensure the appropriate design and function is achieved.

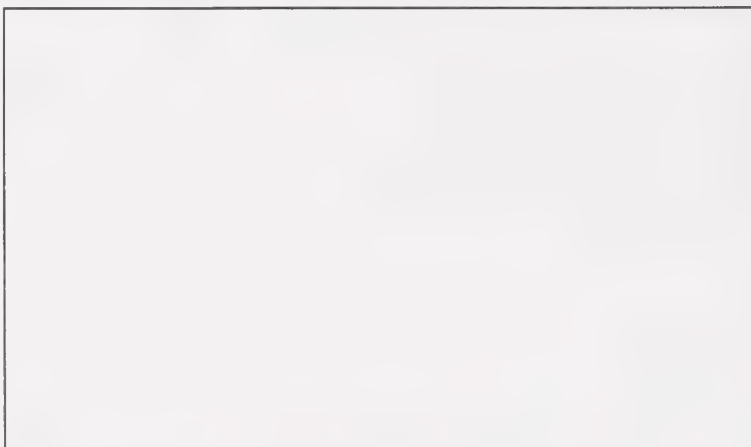
use of the recreation facilities existing in the college and proposed at the Center; and in the potential development of the El Portal and Armory sites.



*Figure 36 Example of Bus Public Transit Terminal*

### **Action LU 9.B: Community Service Center**

Aid in the location or relocation of education and training services to the El Portal Downtown Center. Identify the appropriate building/s and work with the College to create or identify programs that the College may be able to expand or help to bring in to the Center, which could include a City (or County) -based incentives package for the center to encourage regional employment services, language training, continuing education, and job training.



*Figure 37 Example of Multi-family housing development connected to downtown center.*

### **Action LU 9.C: Contra Costa College Facilities**

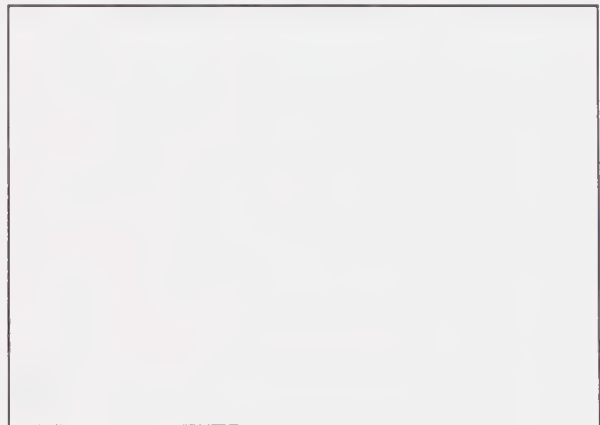
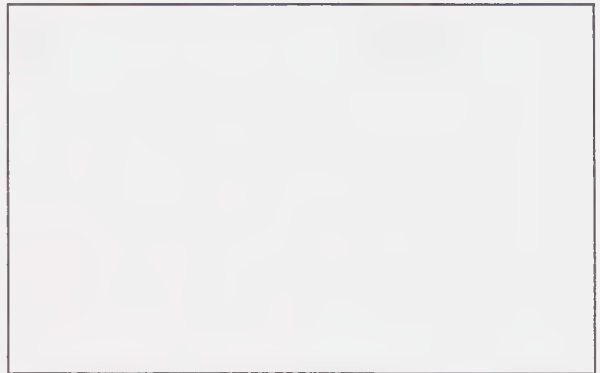
Establish a liaison with the college to ensure the community is aware of all potential physical or programmatic expansion or reduction activities the College may be pursuing. Work with the City and the Community to identify means in which to establish a stronger connection to the activities of the community, with specific focus on classes within the downtown center; mutual

**Action LU 9.D: Residential Planned Community**

The development of a new residential community should be explored through a Planned Community approach that helps to establish market support for El Portal Downtown Center and creates housing types and densities which support home ownership and higher income housing.

The Planned Community Development would encourage the following:

- Higher density of development closer to Area A.
- Integration of a hierarchy of private open space (i.e. yards and balconies) with public open space (mini-parks, community green space, parks) and a pedestrian network connected to the adjacent shopping, institutional and transit services.
- Establishment of a road hierarchy that maintains and protects the residential character, that is an extension of the existing roadway network, and that does not isolate the neighborhood from the community but embraces it.
- Encouragement of visual and physical connections to the adjacent public spaces as means of increasing the safety of the area.





## Old Town Neighborhood

The Old Town neighborhood is comprised of three Districts: The 23rd Street District, Market Avenue District, and Rumrill Boulevard District. Generally, Old Town is the area south of Brookside Drive and the City Limits. Improvements to Old Town should build upon the efforts of the Old Town Advisory Committee and institute an improvement strategy for the residential and commercial areas within this neighborhood. Social improvements include enhancement of institutional uses; the creation of mini parks; greater recreation improvements for children; compatible character of residential infill; and the improvement and expansion of Davis Park. The historic character of the area should be preserved, with new development should fit the existing neighborhood scale, pattern and architectural character.

In the late 1980's an Old Town Special Project Committee was formed and meets regularly to evaluate neighborhood conditions within Old Town and to devise a strategy for redevelopment activities. An Old Town Recommended Strategies Plan was drafted in February 1989 and has been used by the group to make recommendations to the City Council for redevelopment programs such as improvements to infrastructure, Davis Park, commercial areas and neighborhood rehabilitation programs, and other investment strategies.

Planning activities to improve the unique residential and retail environment of Old Town, and to expedite the implementation of this District, are envisioned to be carried out through the zoning ordinance, Recreation Master Plan, and possibly a Specific Planning approach of certain districts.

Specifically, Old Town's Special Districts include 23rd Street, Market Avenue and Rumrill Boulevard.

The overarching goal, policies and implementing actions for Old Town are provided below:

### GOAL 1.10 OLD TOWN NEIGHBORHOOD

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**PROTECT AND ENHANCE THE OLD TOWN  
NEIGHBORHOOD FOR ITS DISTINCTIVE  
RESIDENTIAL CHARACTER, DIVERSE  
POPULATION, AND EXISTING PUBLIC  
FACILITIES.**

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#### **Policy LU 10.1: Old Town**

Recognize the Old Town area as an opportunity site for establishing multi-cultural facilities and events.

#### **Policy LU 10.2: Residential Revitalization**

Preserve and encourage the revitalization of Old Town's vintage, small lot residential tracts.

#### **Policy LU 10.3: Park Lands**

Explore opportunities for expanding usable park land within the boundaries of Davis Park, as well as opportunities for upgrading and providing facilities which respond to the needs of the neighborhood population.

#### **Policy LU 10.4: Old Town Action Committee**

Continue to recognize and support the Old Town Action Committee as an important and functional neighborhood group with influence on neighborhood-level decision planning and decision making.

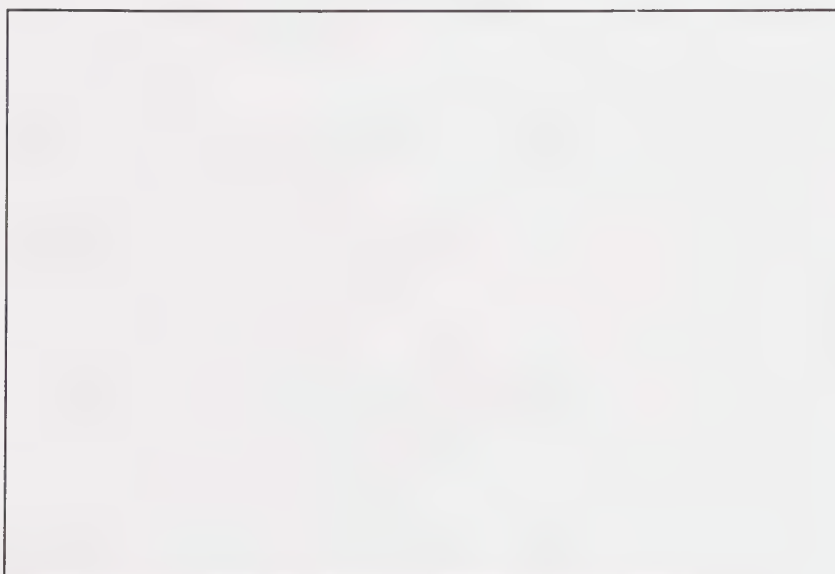
#### **Policy LU 10.5: Protection of the Health Safety and Welfare**

The City shall seek to focus monitoring, maintenance and location criteria for businesses that may impact the health, safety and welfare of the neighborhood.

## DISTRICT 3: 23RD STREET

### *District History*

Discussion to include 23rd Street's historic role as downtown; history of Kennedy Plaza; Post Office; description of the variety of businesses; and history of Brookside Shopping Center.



*Figure 40 View looking north along 23rd Street from its intersection at Market Street.*

### *Community Vision*

The 23rd Street District would have land use designations which recognize the street's intended important role as a focal point for neighborhood life, and which focus upon the street's improvement as a unique "themed" shopping district. Commercial uses should be consolidated north of Bush Street where a revitalization effort will focus on creating a managed, pedestrian-friendly shopping environment with sidewalk fronting businesses, transparent storefronts with awnings, pedestrian-scaled streetscape elements, and landscaped District parking lots.

### *Planning Boundaries and Challenges Summary*

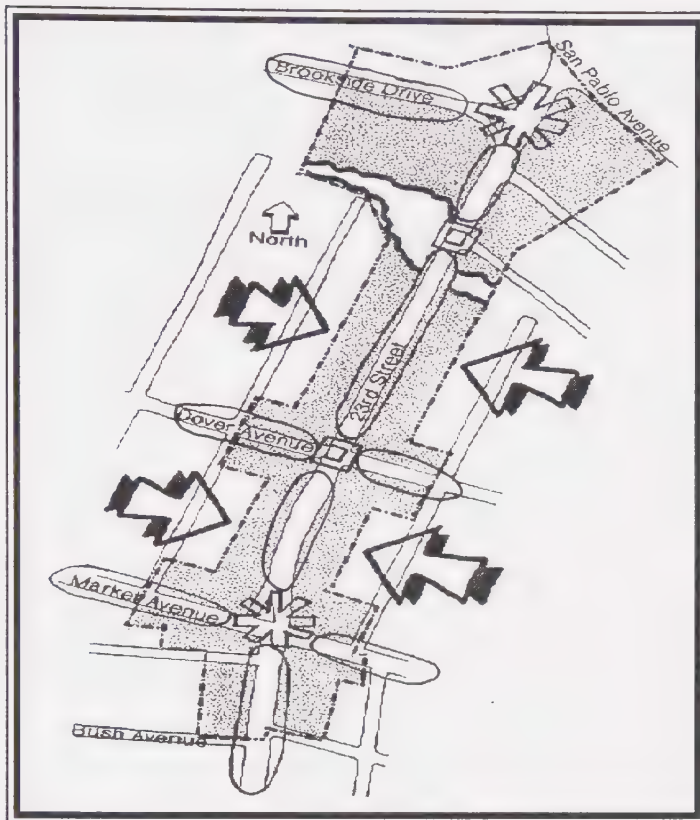
23rd Street runs north/south from San Pablo Avenue to the Richmond City limits. The District is defined by the area north of Bush Avenue to San Pablo Avenue. Brookside Center and the Post Office serve as the northerly anchor and introduction to the District while 23rd Street's intersection with Market Street serves as the southerly counterpart. Challenges to the commercial area include narrow commercial properties, limited on-street parking and lack of off-street parking areas; an adjacent dense residential neighborhood; narrow sidewalks; and a street devoid of any clear image or identity due to the diversity of building setbacks, materials and uses.

### *Planning Approach*

The District is designated as Neighborhood Serving Commercial to provide a neighborhood based shopping street that is based on the values, uses and activities important to Old Town (Figure 41). The designation has the

added intention of encouraging a mix of above ground floor uses such as residential units, office space or combined live/work space. The land adjacent to Wildcat Creek has been designated as Open Space/Multi-Use Corridor. Additional uses to encourage on an appropriate infill basis is urban open space as part of the Urban Open Space policy ER 2.32.

As a means of ensuring that appropriate investment is made to this fragile District, a focused planning approach should institute a comprehensive parking program, public transit amenities, the creation of public areas, and the focus of programs to help establish and nurture small businesses.



**Figure 41 District 3: 23rd Street**

### *District Physical Design Elements*

Create more usable open areas by widening the sidewalks and creating selected public spaces such as plazas. Additional physical improvements in which to create higher pedestrian use of the District may be through direct pedestrian connections at mid-block points to improve neighborhood access. Initiate a greening of the street through street trees and encouragement of landscaping to private properties. Develop a theme that is truly reflective of the nature of the area and its users and is emphasized at the gateway entries and along the entire length through such devices as District specific street trees, benches, paving, banners, signage, etc. Protect and enhance the existing physical structure through massing and scale of the buildings, recommended materials and colors and complementary signage standards along the roadway through design guidelines.

## LEGEND

### LAND USE DESIGNATIONS

- District Land Use and Design Focal Point (Area where District character is emphasized)
- Multi-Family Residential Designation
- Commercial Designation
- Public/Semi Public, Institutional Designation
- Mixed Designation (Areas where a mix of (of land use designations occur)
- Open Space, Multi-Use Corridor Designation

### COMMUNITY DESIGN CONSIDERATIONS

- District Themed Gateway Feature (Examples may include special entry monument, landscaping, lighting etc.)
- Special Themed Crosswalk Treatment (Examples may include paving, signage etc.)
- Special District Focal Point (Pedestrian themed intersection, plaza, landscaping, paving, architectural massing/elements, etc. features)
- District Themed Unifying Streetscape Treatment (Examples may include street trees, landscaping, banners, signage, special sidewalk paving, etc.)
- Pedestrian Mid-Point Connection (Examples could include, pedestrian alleyways, bridges, or other improvements to improve pedestrian accessibility.

## GOAL 1.11:

### 23RD STREET

**CREATE AN IDENTIFIABLE AND VIABLE NEIGHBORHOOD SERVING COMMERCIAL DISTRICT THAT ENCOURAGES SMALL BUSINESS DEVELOPMENT AND CREATES A PEDESTRIAN-ORIENTED SHOPPING AREA THROUGH FOCUSED LAND USE CONSOLIDATION, PUBLIC IMPROVEMENTS AND COORDINATED PLANNING OF THE DISTRICT.**

### **Policy LU 11.1: Commercial Development Consolidation**

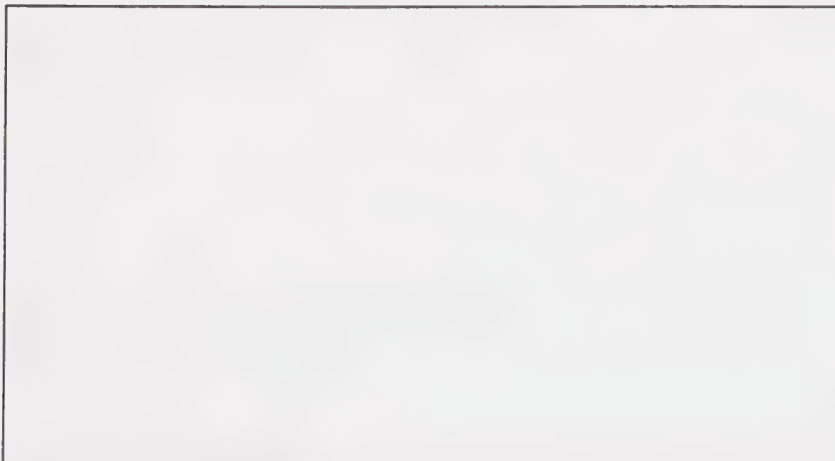
Consolidate and focus commercial development to the area north of Bush Street to San Pablo Avenue with anchor activities at the intersection of Market Avenue, Dover and at Brookside Drive in an effort to reduce the "strip" commercial character of the roadway and to create anchors of activity at either end and the center of the district.

### **Policy LU 11.2: Residential Development**

Medium Density Residential development is encouraged south of Bush Avenue provided the projects meet the Residential Design Guidelines. Residential Development should try to restrict ingress and egress points along 23rd Street. Mixed use should be permitted on minimum parcel sizes north of Bush Avenue provided there are community storefronts on the ground floor.

### **Policy LU 11.3: Pedestrian Oriented Retail**

Explore creative options and opportunities to create a pedestrian oriented retail district which responds to the constraints of 23rd Street (such as parking, street width, limited access points and roadway configuration).



**Figure 43 Image of Pedestrian Oriented District similar to 23rd Street.**

### **Policy LU 11.4: 23rd Street Small Business District**

Establish business development programs which provide a mix of financing incentives, marketing information, management and other resources to promote and ensure the viability of the small business start-up District.

### **Policy LU 11.5: Mixed Use Retail**

Permit community serving retail and services, while uses that require management (such as outdoor sales) or uses that may detract from the pedestrian

oriented atmosphere along the street should be conditionally permitted. Auto repair and outdoor storage and related businesses should be prohibited.

### **Action LU 11.A: 23rd Street Design Guidelines**

The City should consider a specific plan or District specific design guidelines approach following the update of the Zoning Ordinance to ensure implementation of the 23rd Street improvements.

## **District 4: Market Avenue**

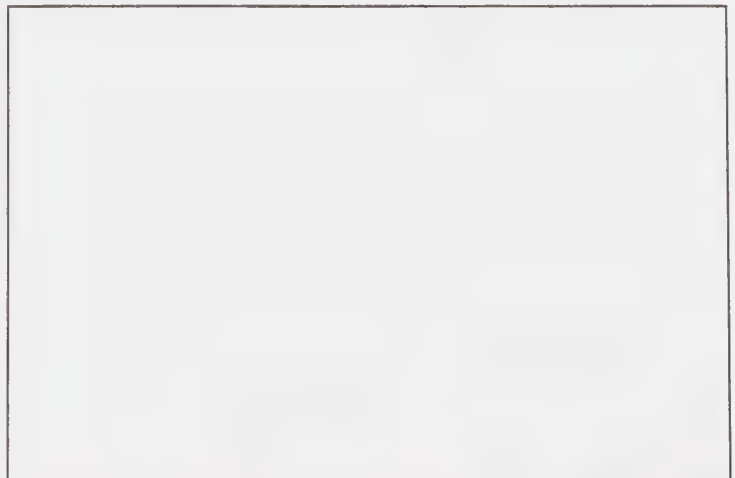
### *District History*

#### **DISCUSSION TO INCLUDE:**

Former location of City Hall and role as public facility center; Library; Dover Elementary School.

#### *Community Vision*

The Market Avenue District should continue to allow for a balanced mix of residential, public facilities and appropriately scaled neighborhood-serving small retail or office uses, while retaining its pedestrian-scaled character.



**Figure 44 Westerly view of Market Street from 23rd Street**



### Planning Boundaries and Challenges Summary

Market is the primary arterial that connects 23rd Street and Rumrill Boulevard. It is an important route from the east side of the city to the west and North Richmond.







Properties along Market Street were designated Commercial/Residential prior to this update in order to allow flexibility in dealing with the development pattern which includes a mix of light and heavy commercial uses, low density to high density residential uses, institutional and public facilities. In addition to this mix of uses, the roadway is a collector street with a public transit bus route.

### Planning Approach






To achieve a balance between the existing uses and the vision expressed by the community, the District can be divided into two planning areas with the addition of specific land use designations on existing District anchors.

## LEGEND

### LAND USE DESIGNATIONS

-  District Land Use and Design Focal Point (Area where District character is emphasized.)
-  Multi-Family Residential Designation
-  Commercial Designation
-  Public/Semi Public, Institutional Designation
-  Mixed Designation (Areas where a mix of (of land use designations occur)
-  Open Space, Multi-Use Corridor Designation

### COMMUNITY DESIGN CONSIDERATIONS

-  District Themed Gateway Feature (Examples may include special entry monument, landscaping, lighting etc.)
-  Special Themed Crosswalk Treatment (Examples may include paving, signage etc.)
-  Special District Focal Point (Pedestrian themed intersection, plaza, landscaping, paving, architectural massing/elements, etc. features)
-  District Themed Unifying Streetscape Treatment (Examples may include street trees, landscaping, banners, signage, special sidewalk paving, etc.)
-  Pedestrian Mid-Point Connection (Examples could include, pedestrian alleyways, bridges, or other improvements to improve pedestrian accessibility.

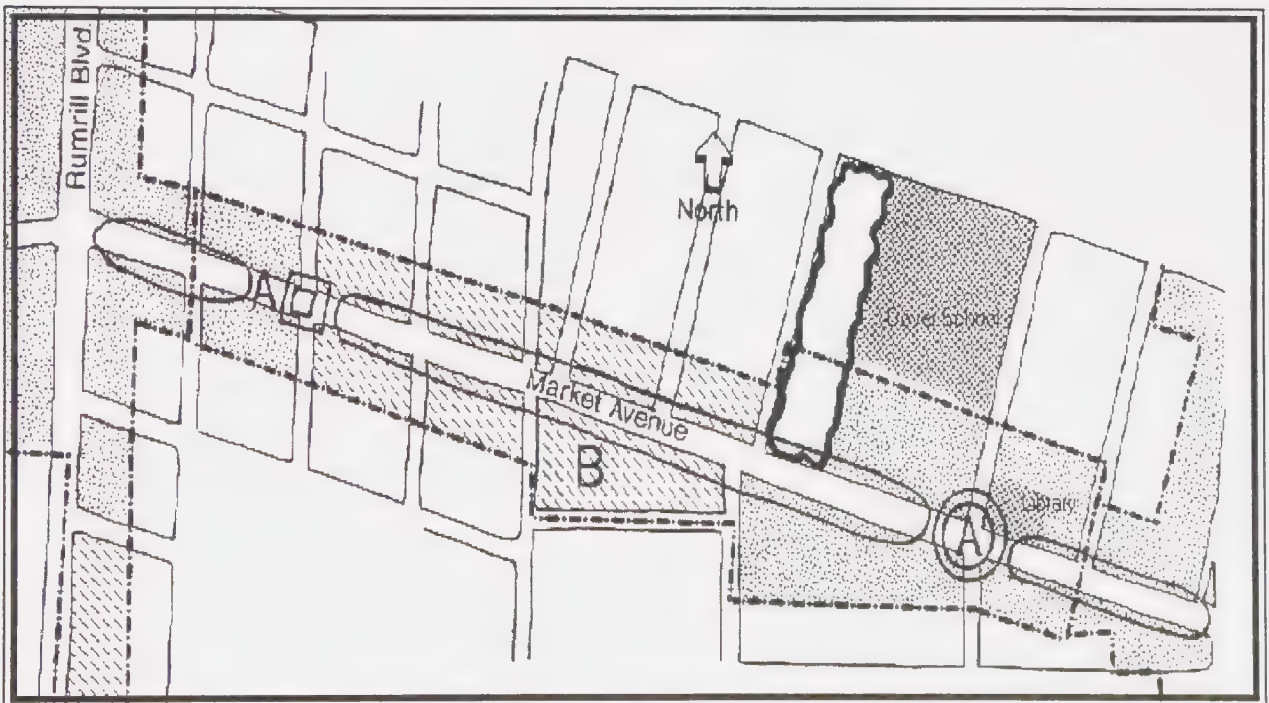


Figure 45 District 4: Market Avenue Plan

<u>Area</u>	<u>Description</u>
-------------	--------------------

- |  |  |
|--|--|
| A. Properties along Market Avenue and adjacent to the 23rd Street and Rumrill Boulevard Districts. |  |
|--|--|

Approach: Specific improvements to the area include the enhancement and integration of Dover School and library/civic uses along the easterly end. High Density Housing should be developed on appropriately sized properties if larger parcels can be created. Neighborhood serving commercial uses should also be permitted to better introduce the adjacent Districts.

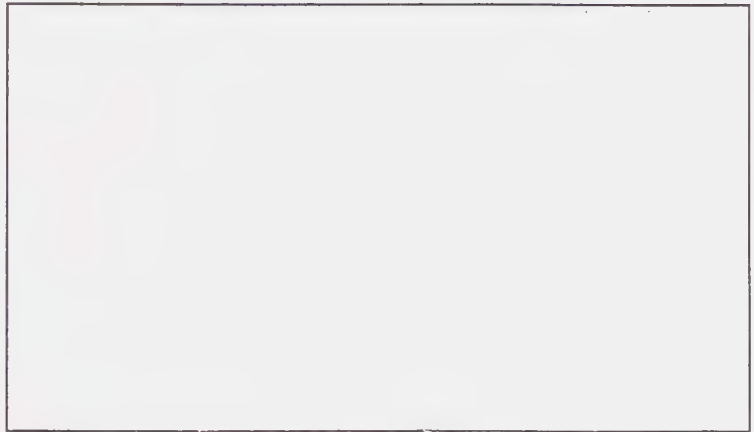
- |   |  |
|---|--|
| B. Properties fronting Market Avenue between areas A. |  |
|---|--|

Approach: Due to the existing parcel sizes along this section, low to medium density housing would be permitted. As opportunities to create larger parcels avail themselves (within or adjacent to the District), Multi-family housing should be encouraged.

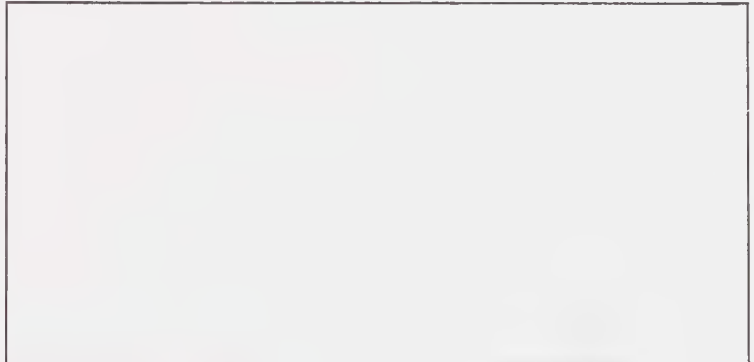
Other short and long term planning within the entire District includes the phased turnover of auto related businesses and the conditional permitting of public, semi-public, institutional uses.

#### *District Physical Design Elements*

Special intersection treatment should be installed at the entries to the District; public transit stops should include improvements such as seating, signage, kiosks, and shelters; street trees should be unique to the roadway and help to introduce the adjacent Districts; sidewalk improvements should be made to increase pedestrian



*Figure 47*



*Figure 48Dover School*

connections between the District with special emphasis in Areas A where a higher amount of pedestrian activity is encouraged; and appropriately scaled lighting should be installed to balance both the residential, commercial and public needs. Residential and Commercial Design Guidelines would be the design tool to ensure a balance between the adjacent single family neighborhood and future Market Avenue Developments.

#### **GOAL 1.12 MARKET AVENUE**



TO ESTABLISH THE MARKET AVENUE DISTRICT AS A RESIDENTIAL-SERVING CORRIDOR WITH A GREATER SOCIAL ROLE TO THE NEIGHBORHOOD AND COMMUNITY IN TERMS OF ACCESS, LAND USE MIX, SCALE OF DEVELOPMENT AND PUBLIC USES.

#### **LU 12.1: Dover School and the Library**

The existing public facilities consisting of the Dover School and the Library should be protected and enhanced in order to provide community gathering places, recreation opportunities, meeting facilities and a platform for education programs.

New public facilities should be encouraged to locate into this area, towards the east length of Market, to encourage an agglomeration of uses that complement both the Market Street and 23rd Street character.

#### **Policy LU 12.2: Street Design of Market Avenue Nodes**

Market Avenue's relationship and connection to 23rd Street and Rumrill Boulevard should be strengthened by identifying these intersections as both nodes of commerce and social activities through the installation of plazas, street furniture, and public transit facilities/stops.

#### **Policy LU 12.3: Commercial Uses**

Public serving light commercial and institutional uses should be conditionally permitted along the street while commercial uses that cause noise, odors, involve outdoor or indoor storage or cause other impacts to the adjacent residential character should be phased out over time.

#### **Policy LU 12.4: Residential Development Standards**

Promote housing along Market Avenue that both protects the single family scale of the adjacent neighborhoods but provides for higher density housing to promote use of Public transit. Development standards should include minimum

*Figure 49 Intersection of Rumrill Blvd. and Market Ave.*

parcel sizes for high density development, standards of quality, non-Market Avenue ingress and egress points, landscaping and buffer requirements.

#### **Policy LU 12.5: Market Avenue Infrastructure Design**

Special priority should be given to Market Avenue in the undergrounding of utility lines, the installation of identifiable lighting fixtures and for roadway landscaping to enhance the corridor's image and buffer adjacent residential uses.

## **DISTRICT 5: RUMRILL BOULEVARD**

### *District History*

Discussion to include Industrial Developments History.

### Community Vision

As a mixed use area, the Rumrill District would serve Old Town residents with possibly multi cultural retail and heavier community service activities. Heavier commercial and light-industrial uses would be focused on the west side of Rumrill. Planning for this area should provide for a wide range of site and architectural design solutions reflecting the diversity of the community it serves. Focus should be placed on pedestrian accessibility and the creation of a better street identity.

### Planning Boundaries and Challenges Summary

The Rumrill Boulevard District is generally defined by the City limits and rail tracks to the west, Wildcat Creek to the north and the east side of Rumrill south to Emeric Avenue. The focal point of the District is the intersection of Market Avenue and Rumrill Boulevard.

There currently exists an undistinguishable variety and size of uses within this District, many which contribute to the history of the area. As the westerly and south-westerly entry into San Pablo this section of Rumrill is heavily used transit route. There is limited onstreet parking and a mix of building setbacks along the entire route. Immediately adjacent to the District is a mix of single and multi-family units. The most important challenge is to create a buffer between the industrial/heavy commercial uses and the residential neighborhood, followed by the introduction of a character building theme that achieves a balance between the diversity of uses.

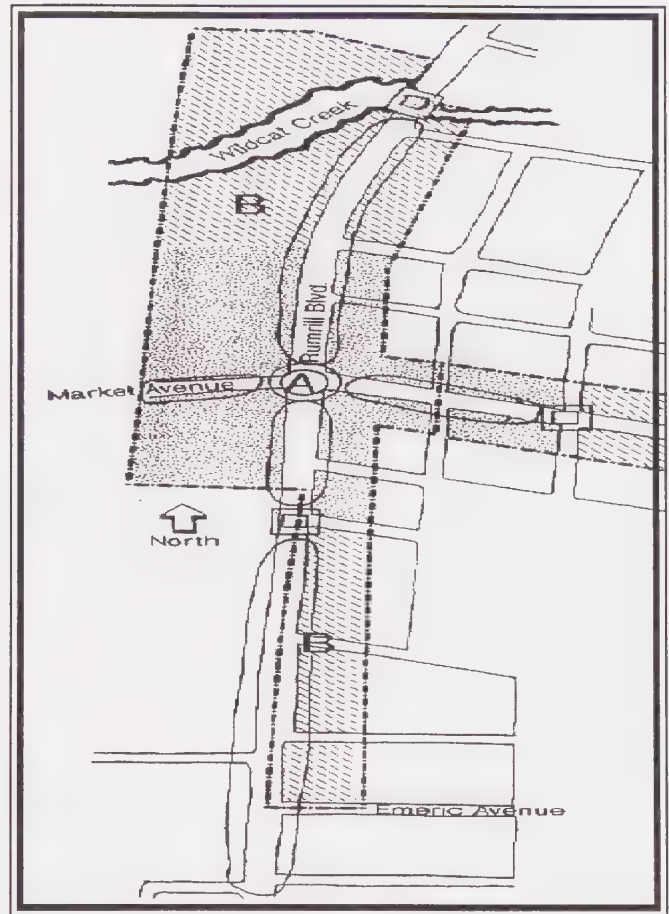







Figure 51 District 5: Rumrill Boulevard Plan

#### LEGEND

##### LAND USE DESIGNATIONS

-  District Land Use and Design Focal Point  
(Area where District character is emphasized.)
-  Multi-Family Residential Designation
-  Commercial Designation
-  Public/Semi Public, Institutional Designation
-  Mixed Designation (Areas where a mix of  
(of land use designations occur)
-  Open Space, Multi-Use Corridor Designation

##### COMMUNITY DESIGN CONSIDERATIONS

-  District Themed Gateway Feature  
(Examples may include special entry monument,  
landscaping, lighting etc.)
-  Special Themed Crosswalk Treatment  
(Examples may include paving, signage etc.)
-  Special District Focal Point  
(Pedestrian themed intersection, plaza, landscaping,  
paving, architectural massing/elements, etc. features)
-  District Themed Unifying Streetscape Treatment  
(Examples may include street trees, landscaping,  
banners, signage, special sidewalk paving, etc.)
-  Pedestrian Mid-Point Connection  
(Examples could include, pedestrian alleyways, bridges,  
or other improvements to improve pedestrian accessibility.

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### Area Description

- A. Properties along Rumrill and Market within radius of the intersection.

Approach: Designated Commercial, the area allows for heavy commercial uses provided that they do not impact the adjacent residential areas. Community Serving commercial uses should be focused within this area

- B. Outlying properties north and south of Area A.

Approach: The Land Use Designation for these Areas is Commercial/High Density Residential. Heavy Commercial/Light Industrial Uses would be conditionally permitted on the West side of Rumrill provided that there is adequate setback from Wildcat Creek and subject to a review and evaluation of potential environmental impacts (i.e. noise, odor, aesthetic). High density housing and lighter commercial uses is permitted on appropriately sized parcels along the east side of Rumrill.

### *District Physical Design Elements*

A design theme for the district should be established that incorporates elements of the existing District (examples may include themes that are more "industrial" or are representative of the adjacent multi-cultural community). Street trees should be installed to screen visual impacts of the west side of Rumrill from the east side. Pedestrian amenities should be introduced into Area A with some form of a focused planning approach to balance the mix of community serving retail uses and development pattern into a manageable and marketable area. Image creating factors could include public and private landscaping, parking lot improvements, public and private signage, intersection treatment, building design standards and the introduction of a public plaza and/or amenities. The outlying areas (Areas B and the Industrially Designated properties between Rumrill Blvd. and the rail

tracks) should complement and introduce the District focal point through similar linear treatments (landscaping, signs, banners, building treatments.)

Additional treatments to consider include some form of buffering along the rail tracks; enhancement of bus stops and improvements to the perceived safety of the area (i.e. lighting, signage, second story windows).

Businesses are sidewalk fronting along Rumrill on the east side of Area A and have no offstreet parking. In order to encourage use of this pattern, some parking district needs to be developed.

### **GOAL 1.13 RUMRILL BOULEVARD**

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**TO ACHIEVE A SUCCESSFUL BALANCE BETWEEN A COMPLEX MIX OF LAND USES INCLUDING EXISTING (AND FUTURE) INDUSTRIAL AREAS, COMMERCIAL USES, AND RESIDENTIAL NEIGHBORHOODS.**

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#### **Policy LU 13.1: Commercial/Industrial Node**

The intersection of Market Avenue and Rumrill Boulevard should be developed as the District commercial and industrial node with uses that are conducive to creating commercial synergy and a safe shopping environment for the west side of the City. Redevelopment activities that may encourage the development of under-utilized (parking, vacant) lands should be pursued.

#### **Policy LU 13.2: Fillmore Street Area Improvements**

Prioritize City and RDA improvements to improve the condition of the area oriented around Fillmore Street with the deteriorated apartment buildings, two crowded mobile home parks, and the adjacent railroad tracks.

#### **Policy LU 13.3: Residential Development**

Housing development along Rumrill Boulevard

should be discouraged from the west side of Rumrill and constructed on appropriate parcel sizes that allow for higher density housing with a mix of project amenities and management/ maintenance associations.

**Policy LU 13.4: Residential Development Standards**

Encourage new land uses along Rumrill Boulevard in Old Town as an area of industry, but provide standards of review to ensure there are conditions of operation for those heavier commercial and industrial type uses such as auto oriented service, storage yards, and manufacturing.

**Policy LU 13.5: Alternative Transit Design**

Alternative modes of transit to the automobile should be protected and promoted along Rumrill, and access and design of transit stops or facilities should be enhanced.

**Policy LU 13.6: Land Use Buffering**

Visual screening, buffering and transition standards shall be utilized on all new projects and businesses requiring conditional approval to reduce potential conflicts between land uses along the Rumrill Boulevard corridor.

**Policy LU 13.7: Safety**

Improve the safety of the public, business owners and operators and residents along Rumrill through a combined effort of lighting, district organization and local police activities in coordination with Richmond and the County Sheriffs Department.

**Action LU 13.A: Rail Corridor Buffer Standards**

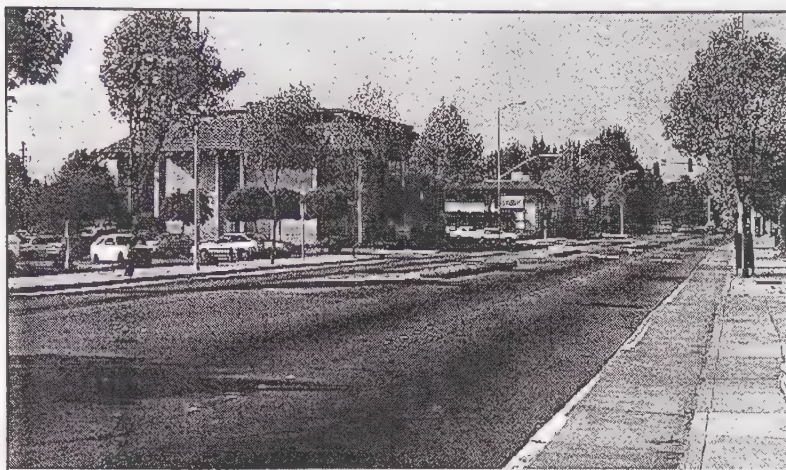
The City shall establish standards for land use buffering in the Rumrill area and other areas where rail lines may have an impact.

**Action LU 13.B: Rumrill District Plan**

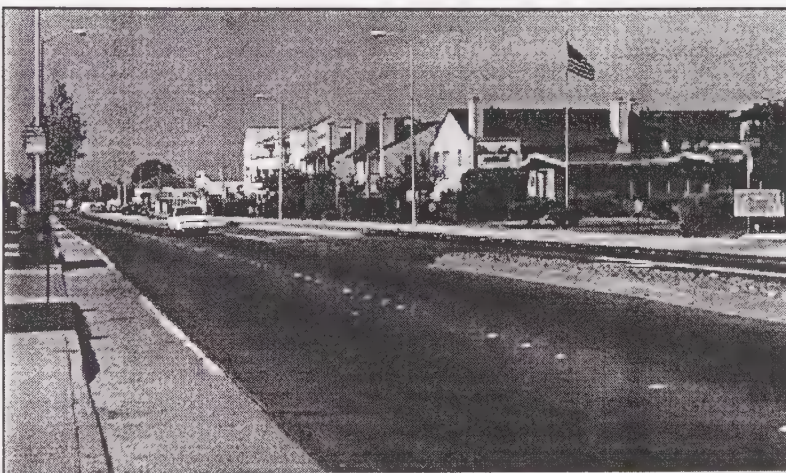
The City shall create a District Plan for the Rumrill area consistent with planning approach outlined within the City-Wide policies and actions.



## District 6: Alvarado District



*Figure 53 San Pablo Avenue North from Church Lane*



*Figure 52 San Pablo Avenue North from Vale Road*

### *District History*

Discussion to include history on the Alvarado Adobe, Race Track, St Pauls Church, Housing Developments, the Civic Center, Redevelopment Housing along San Pablo Avenue, recent relocation of Police Building, and Fire Station.

### *Community Vision*

The community expressed a vision that would

better integrate the existing master planned residential, the commercial, and the Civic Center by introducing a system of open spaces, plazas, paseos, courtyards and parks. Design features would reflect the district's historic importance as San Pablo's original town center. Uses within the district would complement the Civic Center, the senior housing developments and promote the community's multi-cultural heritage. San Pablo Avenue should be strengthened as the City's primary civic street; be redeveloped with multifamily housing between Church Lane and Vale Road; and be complimented by streetscaping.

Along the southerly boundary of the District is the Brookside Hospital area. Development around Brookside Hospital should continue to be care service oriented through the development of offices, senior care facilities in close proximity to senior housing and the appropriate community serving commercial businesses.

### *Planning Boundaries and Challenges Summary*

The Alvarado District includes the properties along San Pablo Avenue and Church Lane between Vale Road north west to 23rd Street. The District is generally bordered by San Pablo Creek to the North and Wildcat Creek to the south and west.

The Civic Center serves as the nucleus of the District in its physical location at Church Lane and San Pablo Avenue; in its function as the center for local government; through its historical precedents as the recorded center of the West County region; and in its physical design theme incorporating early California landscaping and

architecture. There are a number of different "civic" related uses in the area that complement the intent of the district, but there lack of a uniform identity.

The challenge is to create a cohesive District that balances and links the mixed diversity of established uses such as the residential developments, recent commercial developments, the Civic Center, the historic buildings along Church Lane, the fire department, the public and private offices, and the hospital and related medical facilities together to provide a foundation for a viable District while establishing a framework for future development into an unique District.

#### *Planning Approach*






The special District planning approach concentrates land uses in the following areas A through D.

## LEGEND

### LAND USE DESIGNATIONS

	<b>District Land Use and Design Focal Point</b> (Area where District character is emphasized)
	<b>Multi-Family Residential Designation</b>
	<b>Commercial Designation</b>
	<b>Public/Semi Public, Institutional Designation</b>
	<b>Mixed Designation</b> (Areas where a mix of (of land use designations occur)
	<b>Open Space, Multi-Use Corridor Designation</b>

### COMMUNITY DESIGN CONSIDERATIONS

	<b>District Themed Gateway Feature</b> (Examples may include special entry monument, landscaping, lighting etc.)
	<b>Special Themed Crosswalk Treatment</b> (Examples may include paving, signage etc.)
	<b>Special District Focal Point</b> (Pedestrian themed intersection, plaza, landscaping, paving, architectural massing/elements, etc. features)
	<b>District Themed Unifying Streetscape Treatment</b> (Examples may include street trees, landscaping, banners, signage, special sidewalk paving, etc.)
	<b>Pedestrian Mid-Point Connection</b> (Examples could include, pedestrian alleyways, bridges, or other improvements to improve pedestrian accessibility.



### Area Description

Area A. Properties fronting San Pablo Avenue within a north/south radius of Church Lane.

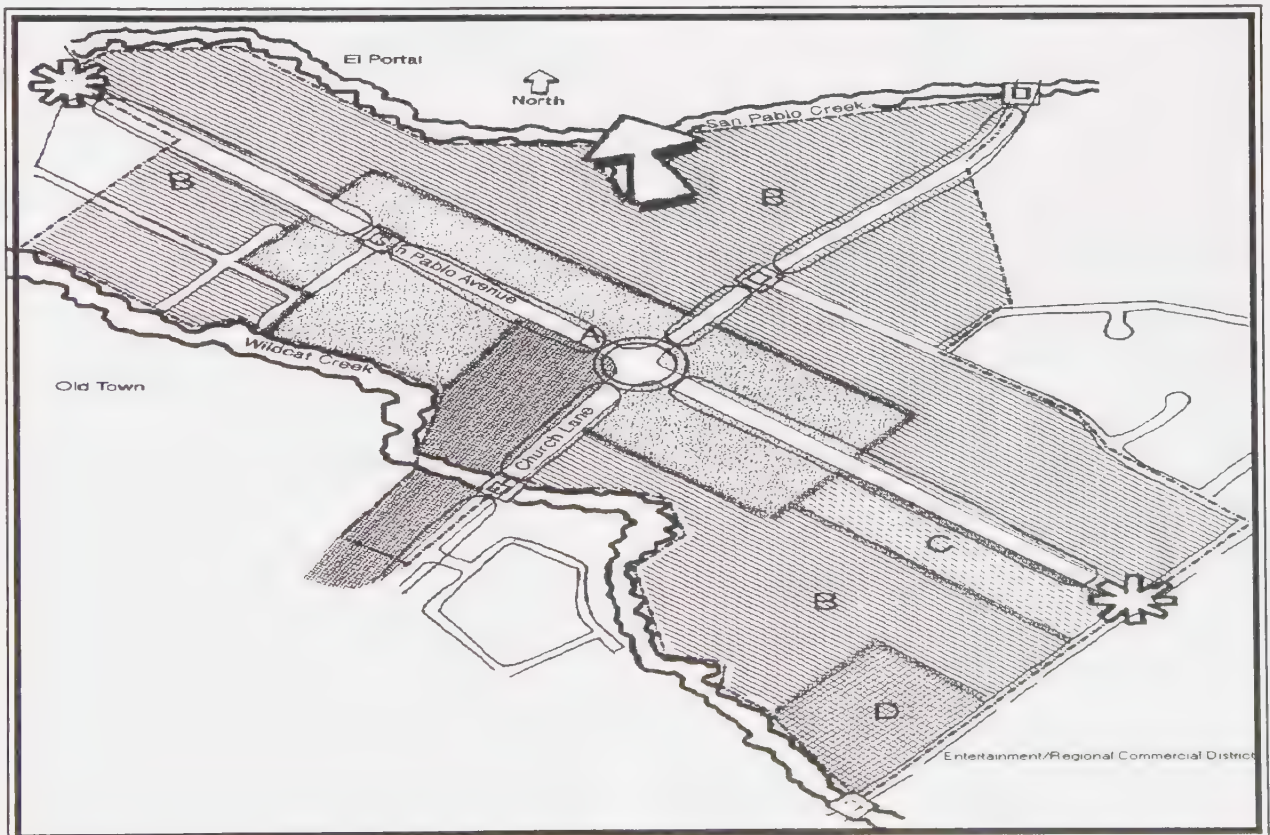
Approach: As the central node to the District and to the City, land uses are designated as Public/Semi Public, Institutional and Commercial in an effort to attract more City and regional based community services.

B. Includes the majority of the District, generally surrounding Area A.

Approach: High Density Residential and Open Space are the designated mix of uses within this area with the intent to continue to provide a mix of housing options close to community services while introducing an open space network to help create a higher quality of life for the immediate



*Figure 56 Civic Center courtyard with examples of different design elements.*



*Figure 55 District 6: Alvarado District Plan*

community.

Area C. Properties fronting the west side of San Pablo Avenue currently developed by commercial or transitional uses.

Approach: The mixed designation is Commercial and High Density Residential with the intent to physically and visually connect Area A and D to the Entertainment/Regional Serving Commercial District.

Area D. Area adjacent to Vale Road across from the hospital, comprised of medical related offices.

Approach: The area is designated as commercial with the intended uses to continue to complement Brookside Hospital in the office and service related capacity.

#### *District Physical Design Elements*

The physical design characteristics of the Civic Center establishes the theme from which to build from in the District. Design elements such as courtyards, native landscaping, fountains, building materials, covered walkways, balconies, a variety of seating, accent lighting, integration of public and private areas, a variety of paving materials, tile details, roof lines, accent materials to name a few, should be incorporated in developments within this District. However, residential and commercial architecture within the District should consider extracting building and site design elements from the other historic resources within the area including the Blume House, St. Pauls Catholic Church, the Pullman Street Rectory, the Texiera Home, and the Alvarado Adobe.

A circulation system for a diversity of mobility options should be incorporated in to new and existing developments as a means of introducing an integrated circulation system. Direct connections should be improved between the

adjacent Special Districts (El Portal, Entertainment and 23rd Street) through a combination of public right of way improvements and private setback standards.

Public and private improvements along the right of way should include unique paving, landscaping, signage, and lighting. Gateway elements and crosswalk improvements should complement the District design theme.

The Land Use and Physical Design policies work to enhance the Hospital's role within the community including improved transit facilities for care patients and employees and in the creation of a walkable and accessible district with the focus on outdoor improvements such as plazas, gardens and other amenities.

In order to protect the existing private /Redevelopment pattern of development, planning activities to further the implementation of this District are envisioned to be carried through a Specific Plan process subsequent to the Zoning Ordinance update.

### **GOAL LU 1.14 ALVARADO DISTRICT**

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**TO PLAN AND DESIGN A CENTRAL DISTRICT WHICH EXPANDS UPON EXISTING CIVIC, CULTURAL, COMMUNITY SERVICE AND SENIOR HOUSING USES AND INTRODUCES A PUBLIC OPEN SPACE NETWORK TO CONNECT ADJACENT DISTRICTS.**

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**Policy LU 14.1: Historic/Multi-Cultural Identity**  
Preserve and build upon the historic and multi-cultural identity of the Alvarado District as a defining element of the City.

**Policy LU 14.2: Civic and Service Oriented Uses**

The Zoning Ordinance shall promote uses that are more civic and service oriented including office, public services, civic structures/offices, community -serving retail and a mix of multi-



family residential with integrated public open space. Other uses should be conditionally permitted or discouraged.

**Policy LU 14.3: Pedestrian Oriented Design**

Public and private improvements within the District shall be implemented in a manner conducive to pedestrian usage, and to create a more walkable area consistent with the existing density of recent (1990's) development. Such improvements will provide for enhanced pedestrian access within the District, as well as direct connections to surrounding districts. Specific improvements should include architectural treatment, lighting and furniture, street trees, design and streetscape to promote the Civic and historic nature of San Pablo Avenue. Public improvements should also include enhanced transit facilities which accommodate area employees, care patients and seniors moving to and from the Alvarado District.

**Policy LU 14.4: Commercial Business Accessibility**

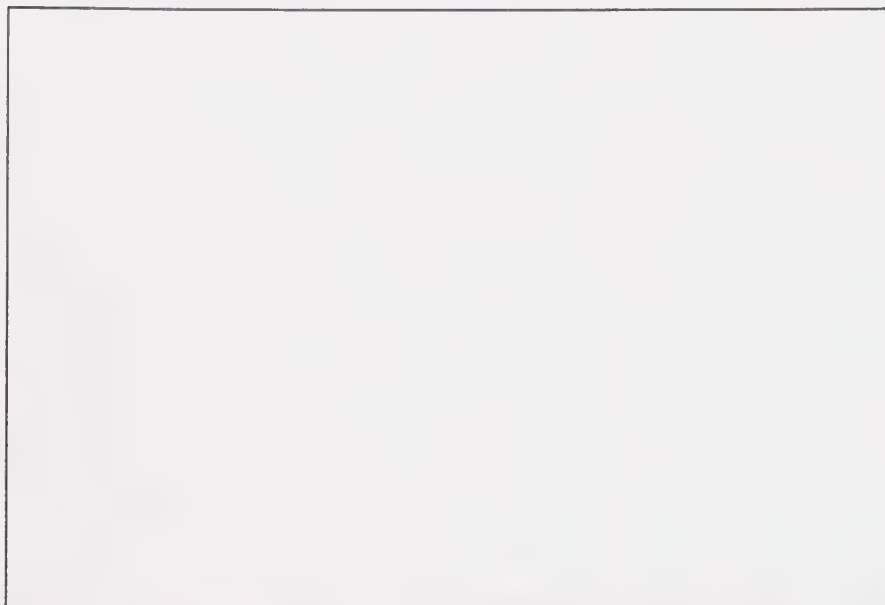
Residential development or redevelopment should be focused around senior or community serving commercial businesses to promote accessibility to District services.

**Policy LU 14.5: Commercial and Office Development**

Commercial and office development land uses should be promoted adjacent to Brookside Hospital to accentuate this area as a core employment area within the District.

**Action LU 14.A: District Specific Plan**

The City shall develop a Specific Plan for the Alvarado District consistent with the planning approach outlined within the City-Wide policies and actions.



*Figure 57 View of Bayview neighborhood from San Pablo Avenue*

## NORTHWEST ENTRANCE AND RUMRILL / BAYVIEW NEIGHBORHOOD RESIDENTIAL AREA

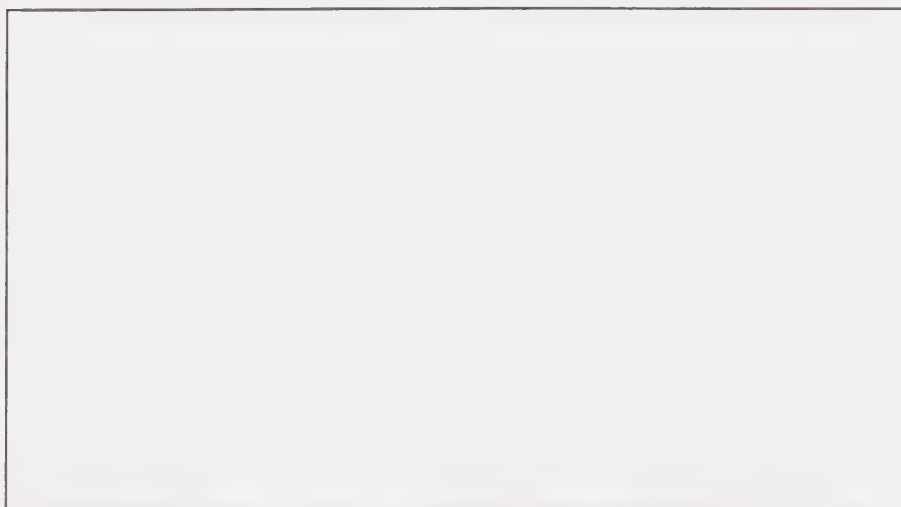
### *Area History*

Rumrill Neighborhood is the flatland area between San Pablo Creek and Broadway Avenue. Until the 1930's, Rumrill Neighborhood remained a sparse rural settlement, although the ranchlands along Broadway and San Pablo Avenue were further subdivided in to the current grid system of square lots and parallel streets during the 1910's. Rapid growth exceeding the rest of the City occurred during the war and reached buildout in the 1960's. In the late 1980's Broadway School was

demolished and new single family housing constructed.

The Bayview Neighborhood (the area between Broadway and the Northern City Limits) experienced a much slower growth with the establishment of the primary residential streets in 1939 and limited war-time construction. Post war construction between 1948 to 1959 saw the construction of close to 650 homes, 300% more than what previously existed. In the 1960's, Leroy Heights was constructed on large

lots along a curvilinear street system to complement the gently rolling topography and provide views of San Francisco and San Pablo Bays. In the late 1970's the Redevelopment Agency aided in the construction of large lot single family homes with the early California architectural theme to help encourage development in the area.



*Figure 58 Giant Trade Center and Richmond Parkway under construction*



### *Community Vision*

Land use and physical design policies would seek to capitalize on the new Richmond Parkway as a north west regional entrance into the City of San Pablo, and promote appropriate uses in proximity to Giant Trade Center. Improvements to the area would include consistent street tree, lighting and signage improvements, the creation of a buffer between the residential land uses and the commercial center, roadway and industrial uses.

### *Planning Boundaries and Summary*

Due to the wide range of land uses within this area, the challenge is to identify land uses and planning policies which create complimentary neighborhoods, which protect existing single family residential neighborhoods from the impacts associated with nearby industrial development. With this approach, the Rumrill/Bayview neighborhoods would be protected and enhanced through the use of residential design guidelines and public works improvements.

Within the Rumrill/Bayview residential area, the intent is to enhance the efforts of redevelopment projects by developing guidelines for new construction and public works projects that encourage new construction, compliment the existing homes and build upon the existing neighborhood character. Small lot single family infill should be permitted provided that there are architectural design guidelines. Higher density residential uses are encouraged where the Rumrill/Bayview area abuts El Portal Center.

Planning activities to further the implementation of this area are envisioned to be carried out through a Housing Design Guidelines/Planned Industrial process subsequent to the General Plan update.

### **GOAL 1.15 RUMRILL/BAYVIEW NORTH ENTRANCE NEIGHBORHOODS**

**TO UTILIZE THE NEW REGIONAL ACCESS  
OPPORTUNITIES PROVIDED BY THE RICHMOND  
PARKWAY IN A MANNER THAT ENHANCES THE  
UTILIZATION OF THE INDUSTRIAL PROPERTIES  
WHILE PROTECTING THE CHARACTER OF THE  
RESIDENTIAL NEIGHBORHOODS.**

#### **Policy LU 15.1: Residential Character**

Protect the residential character of the Bayview neighborhood from impacts of increased traffic and potential industry as a result of the operation of the Richmond Parkway.

#### **Policy LU 15.2: Pedestrian Access**

Enhance the pedestrian access to the adjacent community-serving commercial districts, specifically El Portal Center, through the installation of a seamless and safe pedestrian access route that includes lighting, landscaping and pedestrian amenities.





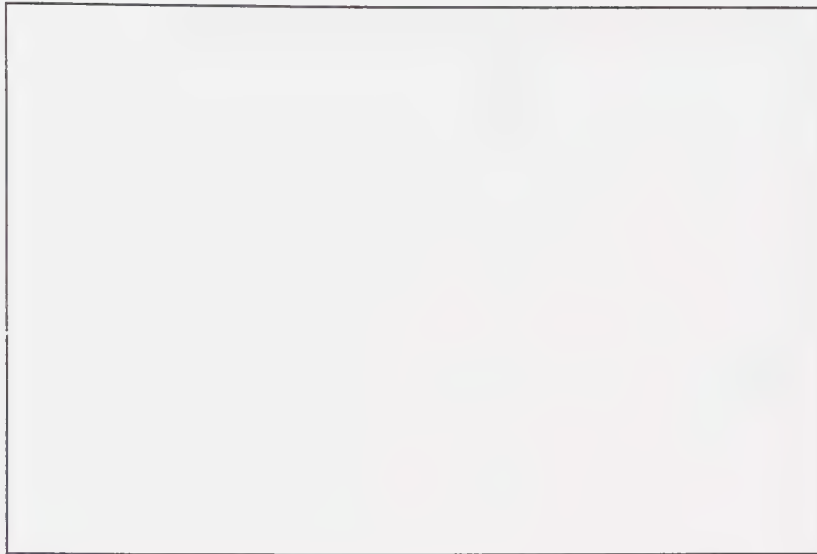
## DISTRICT 7: GIANT TRADE CENTER BUSINESS PARK

### *Planning Boundaries and Challenges Summary*

District 7 includes properties within and immediately adjacent to the existing Giant Trade Center located along the east side of Giant Road between Palmer Avenue and Lake Elementary School.

The Economic Validation Analysis states that the City needs to manage its industrial land as a precious limited resource and protect its property tax revenue base. The approximately 280,000 existing "industrial park" serves market niche as sort of incubator space with flexible and adjustable sizes for a mix of tenants and a very low vacancy rate. The Parkway and direct transit access may enhance the attractiveness of the Center for future industrial growth with the

greatest potential for future industrial development in San Pablo to include suppliers, distributors and wholesalers from the emerging East biotechnology industry. The challenge will be to establish a land use and physical design package for this limited industrial resources to capture potential spin-off from recent and proposed industrial expansion in neighboring Richmond while realizing the potential impacts on the adjacent residential uses from any new industrial development on the existing single family neighborhood to the east and north and the school to the south.



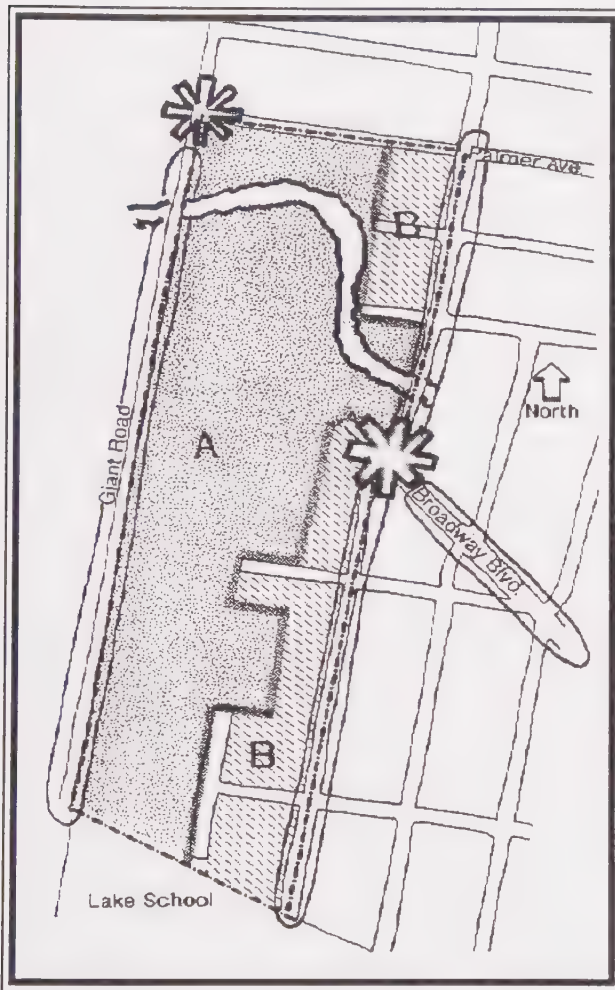
**Figure 59** Lake School

### *District History*

The Giant Trade Center was built in \_\_\_ as the American Standard Plant which made bathroom fixtures employing approximately \_\_\_ employees. American Standard closed its operations in \_\_\_. The property now is used as a mixed heavy commercial/industrial warehousing space for multiple tenants.

### *Community Vision*

Through the public outreach process, the community recognized the importance of expanded access opportunities between San Pablo and the Richmond Parkway. One option was an improved connection between Broadway Avenue and Giant Road. The Parkway also offered opportunities for the development of an identifiable westerly entrance into the City. This new identity combined with industrial development in the unincorporated area of North Richmond and the City of Richmond offers potential re-use of the Giant Trade Center.



**Figure 60 District 7: Giant Trade Center**

### Planning Approach

Short and long term planning for the area seeks to "protect" the limited industrial lands found within San Pablo while responding to the existing mixed nature of this District.

### Area Description

- A. Properties along Giant Road between Palmer Avenue to the north and Lake School to the south. The boundaries include the existing Giant Trade Center and the under-utilized heavy commercial properties to the south.

Approach: Land Use Designations for this area

## LEGEND

### LAND USE DESIGNATIONS

	District Land Use and Design Focal Point (Area where District character is emphasized.)
	Multi-Family Residential Designation
	Commercial Designation
	Public/Semi Public, Institutional Designation
	Mixed Designation (Areas where a mix of (of land use designations occur)
	Open Space, Multi-Use Corridor Designation

### COMMUNITY DESIGN CONSIDERATIONS

	District Themed Gateway Feature (Examples may include special entry monument, landscaping, lighting etc.)
	Special Themed Crosswalk Treatment (Examples may include paving, signage etc.)
	Special District Focal Point (Pedestrian themed intersection, plaza, landscaping, paving, architectural massing elements, etc. features)
	District Themed Unifying Streetscape Treatment (Examples may include street trees, landscaping, banners, signage, special sidewalk paving, etc.)
	Pedestrian Mid-Point Connection (Examples could include, pedestrian alleyways, bridges, or other improvements to improve pedestrian accessibility.

would be Heavy Commercial/Industrial with the emphasis on "clean" or minimally environmental (noise, visual, air quality etc.) impacting uses. Once the effects of the Richmond Parkway and the potential increase in market conditions is determined for the Trade Center, a more focused planning approach should occur for the entire District.

- B. Properties found between Area A, east to 11th Street, generally developed by a mix of single-family homes and non-conforming residences (high density housing on small lots)..

Approach: The designation for this area would be Conditionally Permitted Industrial and High Density Residential in order to begin to allow expansion of the industrial center and protect the adjacent residential neighborhoods. By allowing expansion of potential commercial uses east to 11th Street there would be formed a spatial buffer. Residential design controls or permitting within this area should establish minimum parcel sizes for medium to high density housing, open



space, and the incorporation of landscaping and other buffering standards in order to rectify many of the blighted living conditions that are occurring immediately adjacent to the Trade Center.

### *District Physical Design Elements*

Commercial and Residential Design Guidelines would establish site design criteria and architectural treatment can help mitigate against potential environmental impacts when residential uses are located too close with heavy commercial/industrial development. Buffering requirements would be coordinated through the special permitting process. A planned commercial development approach would be an important policy to maximize the potential of the immediate Giant Road access to the Richmond Parkway. Land Use and Physical Design programs should consider a number of opportunities towards improving the Giant Trade Center. One proposal under study is the creation of a direct access roadway from Broadway to Giant Road to relieve impacts of commute traffic from residential streets.

## **GOAL 1.16 GIANT TRADE CENTER BUSINESS PARK**

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**CAPITALIZE ON THE LOCATION OF THE GIANT TRADE CENTER AND ITS PROXIMITY TO THE NORTH RICHMOND INDUSTRIAL USES IN A MANNER THAT PROTECTS AND ENHANCES THE QUALITY OF LIFE OF THE ADJACENT SINGLE FAMILY NEIGHBORHOODS.**

---

### **Policy LU 16.1: District Circulation**

Consideration should be given to the connection of Giant Road to Broadway Avenue as a method to protect and relieve commute traffic from impacting neighborhood streets within the single family residential character of the northwest portion of the Rumrill Bayview neighborhood, and as a means of improving the utilization and visibility of the Giant Trade Center.

### **Policy LU 16.2: Giant Road Corridor**

Recognize this corridor as a major new gateway and potential trade route between the Richmond Parkway and North Richmond by providing for commercial related industry serving and service uses along Giant Road from the Parkway to the Trade Center.

### **Policy LU 16.3: Land Use Compatibility**

Evaluate the existing and planned land uses in the North Richmond area, and review for compatibility or conflict with land uses proposed in the adjacent and potentially affected areas of San Pablo

### **Policy LU 16.4: Giant Trade Center Expansion**

Provide for the expansion of the Giant Trade Center east towards the closest adjacent roadways in order to consolidate and protect existing job producing land uses and as an effort to improve the residential neighborhood through design, development and land use standards.

### **Action LU 16.A: Zoning Ordinance**

Within the Zoning Ordinance allow for the expansion of the commercial center east to residentially zoned lands subject to Use Permit approval and the meeting of specific minimum and maximum land use intensity and buffering criteria as a means of creating a clear and improved transition between land uses.

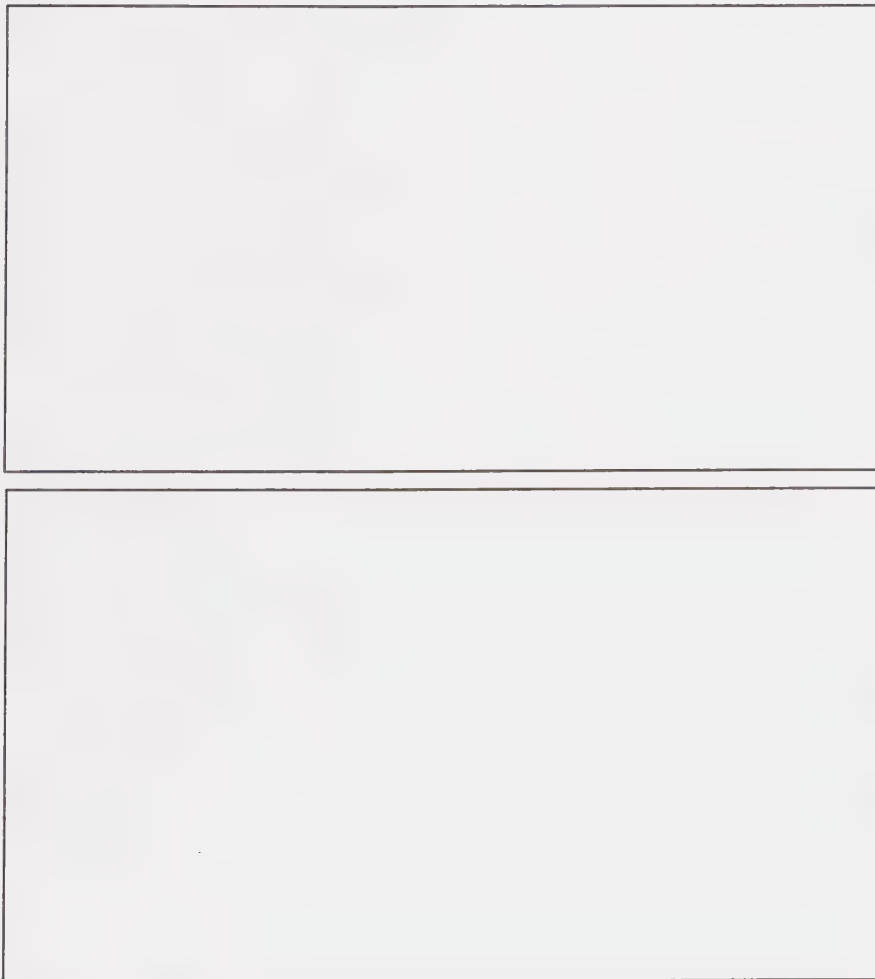
**Action LU 16.B: Giant Trade Center Compatible and Non-Compatible Land Uses**

Within the Zoning Ordinance, establish permitted land uses that are heavier commercial/lighter industrial in nature but are fully contained within the building with minimal visible or auditory impact to the adjacent neighborhoods; may service the adjacent North Richmond companies and employees and provide opportunities to use of the Richmond Parkway.

complementary uses and appropriate businesses for the City to solicit and support within the City's industrial areas.

**Action LU 16.D: Specific Plan Approach**

The City shall develop a specific plan approach for the Trade Center consistent with the planning approach outlined within the City-Wide policies and actions.



*Figure 62 Examples of industries being established in the adjacent area of Richmond.*

**Action LU 16.C: Market Study**

A market study should be prepared to evaluate current trends in the industrial and industrial support market to evaluate and identify



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## HILLSIDE AREA AND SAN PABLO DAM ROAD/Hillside District 8

### *Hillside Area History*

The hillside area is located to the east of Interstate 80 at the base of Alvarado regional park. In the late 1800's a Doctor Tewksbury acquired approximately 2,200 acres around the present Hillside Neighborhood from the original Rancho San Pablo. In 1909 the Tewksbury Subdivision was platted to its present residential development pattern. By 1939 a total of 62 homes had been constructed in the area. During the war years, while the rest of the City was rapidly developing, only forty-four additional homes were built. The 1971 Hillside Neighborhood Plan states that following the war, "with new suburban building technology placing a higher value on curvilinear streets and broad views, the amenities of the Hillside Neighborhood were discovered and rapid growth followed." Between 1946 to 1959, 133 units were built and in the early 60's with the periods apartment building boom, an additional 145 units were built in 51 structures. As with 1971, the Hillside Neighborhood has larger lots with commanding views of San Pablo, Richmond, the bay, Marin and San Francisco. The area has the highest amount of vacant lands in San Pablo with both open space and development potential. A hillside stabilization effort was completed in the 1980's to protect land from sliding.

In the late 1980's the Princeton Plaza shopping center was completed and serves as the commercial center for the areas east of Interstate 80.

### *Community Vision*

The Hillside Area and San Pablo Dam Road District would be recognized as an important address and planned in less of a piecemeal fashion with development focused on more

consistent and integrated land use patterns that optimize and improve freeway accessibility and encourage the use of the new shopping center. Pedestrian access to the hillside would be improved through the establishment of an open space network connecting the hillside to San Pablo Dam Road. The residential area east of I-80 has been identified as an important visual resource with rural qualities that should be protected through development and landscaping improvements that integrate residential and open space uses.

### *Planning Boundaries and Challenges Summary*

This planning area includes the incorporated areas to the east of Interstate 80. Surrounding the area is Richmond to the north and south and the unincorporated areas of El Sobrante and the Hillside area to the West. San Pablo Dam Road generally bisects the District along the base of the hillside.

### *Planning Approach*

The District is divided into two planning areas. Area A is located to the south of San Pablo Dam Road and is designated as multi-family residential land use and open space. As this area is located along the hillside, residential development should be clustered with design controls to maintain views into and from the hillside area. An even mix of both improved and un-improved open space should be incorporated into this area. A pedestrian open space circulation network should be created to connect the hillside housing with the commercial shopping center.

Area B is designated as a mix of commercial, residential, and open space in order to complement the creation of integrated land use pattern along the roadway while striving to protect visibility of the hillside from Interstate 80.

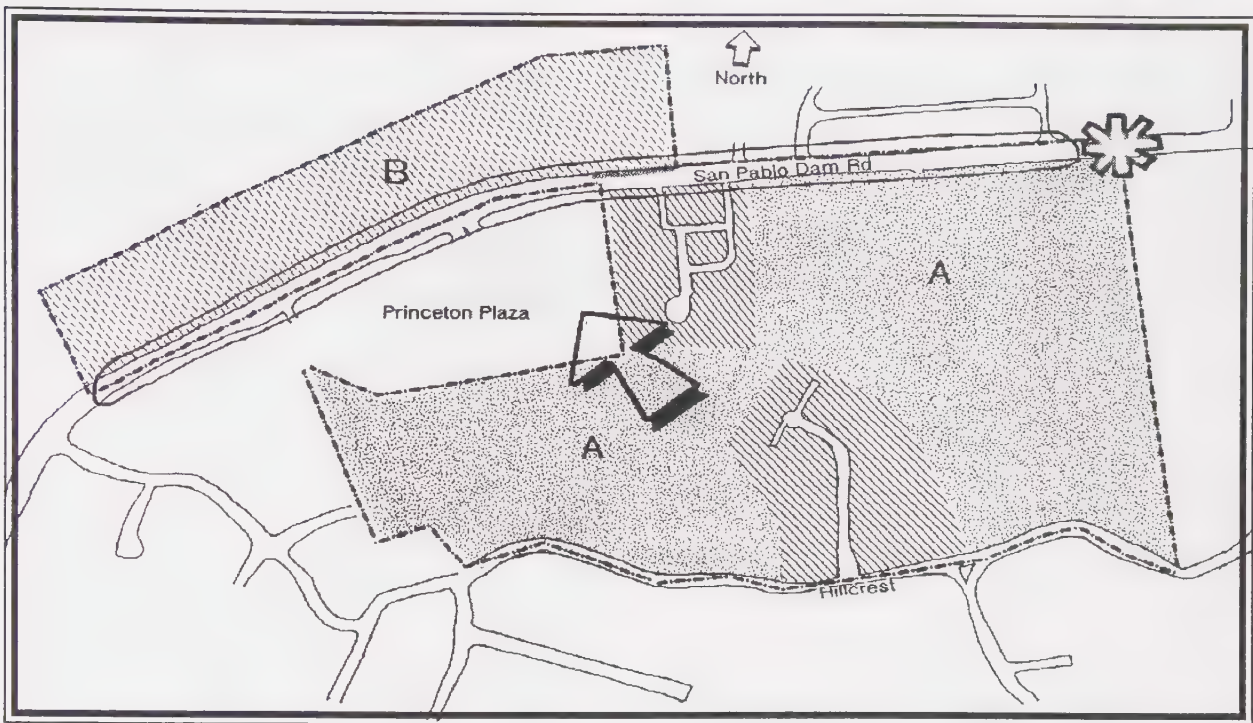


Figure 64 District 8: San Pablo Dam Road Plan

### District Physical Design Elements

#### LEGEND

##### LAND USE DESIGNATIONS

	District Land Use and Design Focal Point (Area where District character is emphasized.)
	Multi-Family Residential Designation
	Commercial Designation
	Public/Semi Public, Institutional Designation
	Mixed Designation (Areas where a mix of of land use designations occur)
	Open Space, Multi-Use Corridor Designation

##### COMMUNITY DESIGN CONSIDERATIONS

	District Themed Gateway Feature (Examples may include special entry monument, landscaping, lighting etc.)
	Special Themed Crosswalk Treatment (Examples may include paving, signage etc.)
	Special District Focal Point (Pedestrian themed intersection, plaza, landscaping, paving, architectural massing/elements, etc. features)
	District Themed Unifying Streetscape Treatment (Examples may include street trees, landscaping, banners, signage, special sidewalk paving, etc.)
	Pedestrian Mid-Point Connection (Examples could include, pedestrian alleyways, bridges, or other improvements to improve pedestrian accessibility.)

Development should take advantage of the proximity to Wildcat Canyon and the regional park and seek establishment of a connected pedestrian open space network that links the residential area with the commercial services found at the Princeton Plaza shopping center.

Planning activities to further the implementation of this District are envisioned to be carried out through the Zoning Ordinance with policies to cluster higher density housing and incorporate public and private open space features. Design Guidelines would protect views from I 80 to the hillside area and from the Hillside to the bay El Sobrante Valley and beyond.

## GOAL 1.17 HILLSIDE AREA

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TO PROTECT THE SEMI-RURAL CHARACTER OF THE HILLSIDE AREA THROUGH THE INTEGRATION AND BALANCE OF USABLE OPEN SPACE AREAS AND RESIDENTIAL USES.

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### Policy LU 17.1: Freeway Accessibility

Improve freeway accessibility to and from the District through the implementation of land use, circulation and site design standards that are appropriate to serve the District and accommodate the traffic volumes generated by I-80.

### Policy LU 17.2: Commercial Image

Protect and plan for enhancing the image and freeway visibility of the San Pablo Dam Road commercial businesses in a manner that does not compromise the rural character intended for the hillside area.

### Policy LU 17.3: Pedestrian Access

Improve pedestrian access within the hillside neighborhood, its connection to the regional park system and connections to adjacent districts (Entertainment and San Pablo Dam Road) through the establishment of an open space network and pedestrian/bike connection to San Pablo Dam Road.

### Policy LU 17.4: Hillside Development

Protect the hillside area as an important visual and open space resource through the continued development of a rural character in both the private and public improvements proposed for this area.

## GOAL 1.18 HILLSIDE AND SAN PABLO DAM ROAD DISTRICT

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RECOGNIZE THE SAN PABLO DAM ROAD DISTRICT AS AN IMPORTANT ADDRESS AND CITY GATEWAY TO BE PLANNED IN A MORE CONSISTENT AND INTEGRATED MANNER.

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### Policy LU 18.1: Commercial Development

Focus new neighborhood and sub-regional serving commercial development within or adjacent to the early 1990's commercial development areas. Improve market support for the development through pedestrian connections to and from the center and the development of medium density housing.

### Policy LU 18.2: District Identity

Improve area identity by establishing a character for the district through unique public right of way improvements, signage themes, architectural features and a more consistent and integrated land uses pattern.

### Policy LU 18.3: San Pablo Dam Road Land Uses

Encourage uses along San Pablo Dam Road which are complementary of the shopping center, would avoid visual or environmental impacts to future residential development of the hillside area.

### Policy LU 18.4: Pedestrian Circulation

Improve pedestrian access along the Dam Road and promote pedestrian circulation/access connections between District residential and commercial areas.

### Policy LU 18.5: Traffic Safety

Enhance the safety of the District through increased traffic and circulation planning and management.

### Action LU 18.A: Morrow Drive

As a component of future planning efforts for this District, specific emphasis will be placed upon



traffic management for Morrow Drive.

**Action LU 18.B: Zoning Ordinance**

Within the Zoning Ordinance, development standards for the hillside area should consider continuation of the existing pattern of development and the protection of open space through the consolidation of housing development

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# Public Safety and Related Services



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- ☐ Introduction
- ☐ Catastrophic Hazards
- ☐ Geologic and Seismic Risks
- ☐ Flood Hazards
- ☐ Police Protection
- ☐ Fire and Hazardous Materials Response
- ☐ Noise





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## INTRODUCTION

### BACKGROUND

Several separate public safety related elements were adopted by the City and incorporated into the previous General Plan, including a Seismic Safety Element (1973), Public Safety Element (1976), and Noise Element (1976). Each of these elements have been revised with new information and combined into this Public Safety and Services Element.

Since emergencies do not recognize jurisdictional boundaries, San Pablo recognizes the need to be aware of potential community hazards and to be capable of implementing emergency plans in disaster situations. Disaster preparedness requires that planning be done before there is an emergency.

Key officials must be able to coordinate the operations of police, fire, ambulance, and medical personnel and protect San Pablo from hazards caused by earthquakes, floods, fires, toxic chemical releases, and crime. Disaster preparedness focuses on preventing hazardous circumstances from occurring, and adequate response to situations that do arise.

Risk is defined as the chance of damage or injury occurring over some period of time. This uncertainty can be lessened by identifying the risks associated with any proposed or existing project, program or structure, and by comparing them with the risks of the alternatives, planning decisions are made.

### ELEMENT ORGANIZATION

This element establishes the overall goals, policies and implementing actions related to the protection of human health and the community from natural and human-induced disasters and nuisances. As an expression of policy and community awareness, this Element considers the following:

- ◆ Catastrophic Hazards
- ◆ Geologic and Seismic Risks
- ◆ Flood Hazards
- ◆ Fire Hazard and Response
- ◆ Hazardous Materials
- ◆ Police Protection

This element also addresses the recognition of limiting community exposure to excessive noise levels by addressing the following:

- ◆ Properties of Noise
- ◆ Impacts of Noise on Humans
- ◆ Major Noise Sources
- ◆ Existing and Projected Noise Levels
- ◆ Extent of Noise Problems
- ◆ Methods of Noise Attenuation

### CONSISTENCY WITH STATE PLANNING LAW

Mandated by State law (Government Code Section 65302(g)), the Public Safety portion of this Element must be prepared:

" for the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to

mudslides and landslides; subsidence and other geologic hazards known to the legislative body; flooding; and wild land and urban fires."

Government Code Section 65302(f) requires that the Noise portion of the Element:

" shall analyze and quantify, to the extent practicable, ... current and projected noise levels for all of the following sources:

- ▶ highways and freeways;
- ▶ primary arterials and major local streets;
- ▶ passenger and freight on-line railroad operations and ground rapid transit systems;
- ▶ commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation (*not applicable to the City of San Pablo*);
- ▶ local industrial plants, including, but not limited to, railroad classification yards; and
- ▶ other ground stationary noise sources identified by local agencies as contributing to the community noise environment.

Each of the above issues have been addressed as relevant to the City of San Pablo, and this Element has been prepared consistent with State planning laws regulating the preparation of a noise element.

Insert Hazard Graphic...

## CATASTROPHIC HAZARDS

The City of San Pablo has a Multi-Hazard Functional Plan to address the City's planned response to "extraordinary emergency situations associated with natural disasters, technological incidents, and nuclear emergency operations". The Plan divides emergency operations for the City of San Pablo into overall management and coordination; fire and rescue; law enforcement and traffic control; medical operations; public health operations; coroner operations; care and shelter operations; and movement operations. For each function, the Plan delineates responsibilities for local, County, and mutual aid providers, and includes action checklists for responses to specific emergency situations (earthquakes, hazardous materials incidents, flooding, dam failure, and nuclear emergencies). The Basic Plan component of the Multi-Hazard Functional Plan lists coordinating, primary, and secondary/support responsibilities for City, County, and private agencies with respect to each emergency response function.

Contra Costa County also has a new comprehensive alert and warning system, designed to inform local citizens in the event of an emergency. The County Community Warning



System (CWS) links television and radio in providing emergency information, ensuring that citizens are informed regarding the best course of emergency action in the event of natural or man-made disasters.

The City's Multi-Hazard Functional Plan was prepared in 1988, while State law requires that the Plan be updated every four years. Recent State legislation requires a Standardized Emergency Management System, with an Incident Command System format for all disaster response. In addition, there are new FEMA guidelines that require a "crosswalk" for Plan reviewers at the State and federal level. Local emergency response plans must be reorganized to comply with the specific format and style required by the current State law. The cities of Pinole, Hercules, and El Cerrito have contracted with the Contra Costa County Office of Emergency-Disaster Services to help update their emergency response plans; the City of Richmond is updating its own Multi-Hazard Functional Plan (Cimino, 1995).

## GEOLOGIC AND SEISMIC RISKS

### Geologic Background

**Figure 2.1** shows the generalized surface geology of the City. The entire Lowland Zone of the City is underlain by alluvium (Dibblee, 1980). Alluvium consists of interbedded clay, silt, sand, gravel and coarse debris deposited by streams. These deposits are the product of weathering and erosion of the hills to the east.

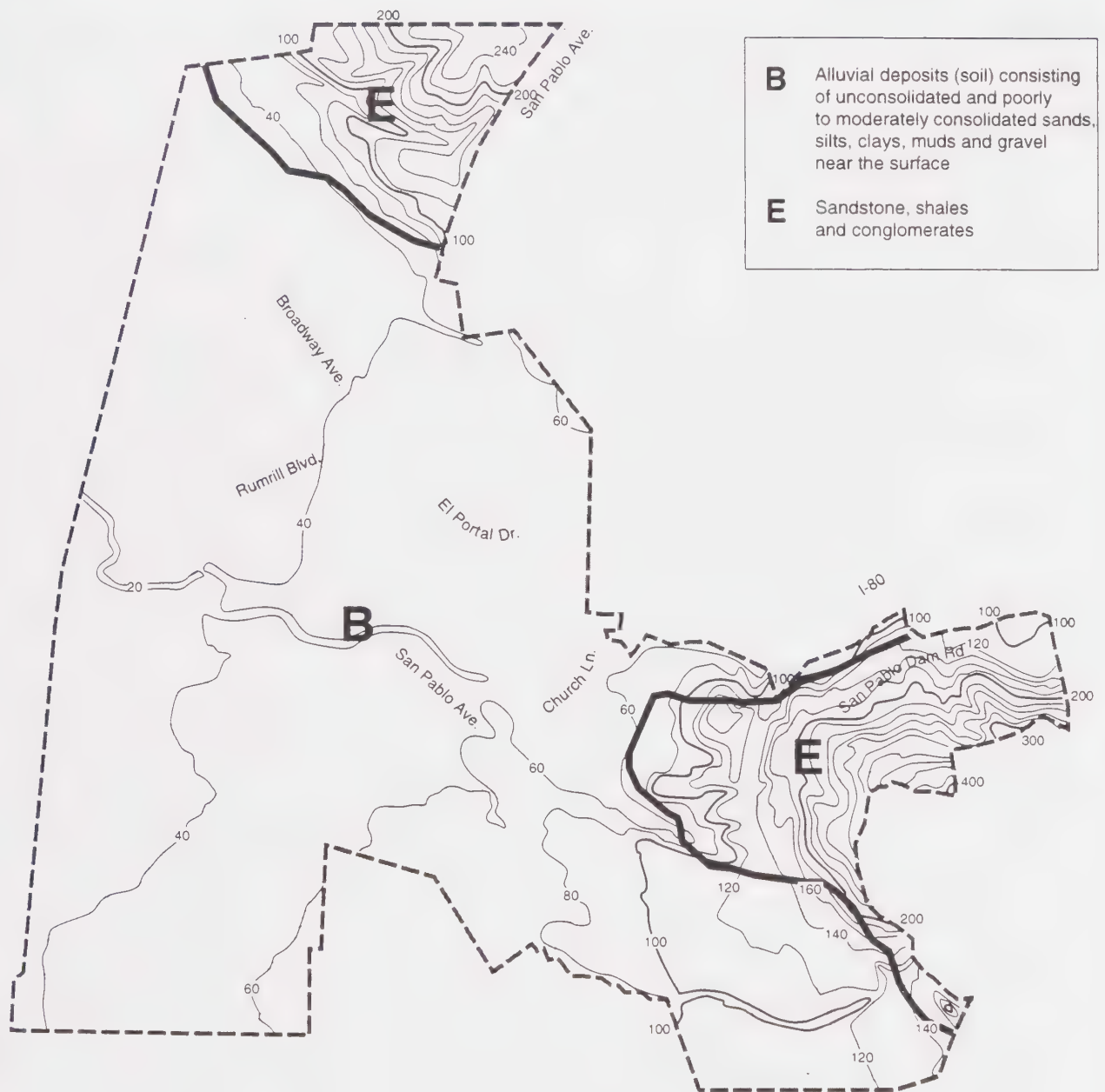
The alluvium is divided into three types (Helley, *et al.*, 1979). (1) Late-Pleistocene alluvium (designated Qpa on geologic maps) occupies much of the Old Town district south of Wildcat Creek, the El Portal District, and the western part of the Central District. It is comprised of weakly consolidated, slightly weathered, poorly sorted and irregularly inter-bedded clay, silt, sand and gravel. (2) Medium-grained alluvium (designated Qham on geologic maps) is Holocene in age and

is comprised of unconsolidated, moderately sorted, permeable, fine sand, silt, and clayey silt with a few thin beds of coarse sand. The medium-grained alluvium is located in the areas adjacent to Wildcat Creek and San Pablo Creek including areas in the northern part of the Old Town District, the southern part of the Rumrill and Sheffield District and the western part of the El Portal District. Another area of this material is present astride the northern edge of the Rumrill and Sheffield District and the southern part of the Bayview District. (3) Fine-grained alluvium (designated Qhaf on geologic maps) is also Holocene in age and consists of unconsolidated, plastic (deformable), moderately to poorly sorted carbonaceous silt and clay. It is present in the west central part of the Rumrill and Sheffield District.

Local deposits of artificial fill are scattered throughout the City. Old fills (generally placed before the 1950s) were laid with variable attention to engineering, as was common throughout the Bay Area. The old fills typically consist of heterogeneous material including organic material and waste debris. As a rule, the old fills were poorly compacted, although they have had a long period to settle since being placed. After the 1950's, more standardized engineering practice was developed for fill emplacement, including materials sorting, removal of organic material, and compaction methods to achieve acceptable standards of compressibility and allowable settlement.

Bedrock is exposed at the surface in the uplands. Most of the bedrock consists of non-marine sedimentary rocks (designated Tps on geologic maps) of the Contra Costa Group, specifically the Orinda Formation consisting of weakly consolidated pebble conglomerate, sandstone, claystone and siltstone of Pliocene age<sup>1</sup>. (Dibblee, 1980). Bedrock is exposed in the

<sup>1</sup> The Pliocene Epoch is the period of earth history dating from about 12 million to 1.6 million years before the present.



- B** Alluvial deposits (soil) consisting of unconsolidated and poorly to moderately consolidated sands, silts, clays, muds and gravel near the surface
- E** Sandstone, shales and conglomerates

**Figure 2.1**  
Generalized Surface Geology

Source: Environmental Science Associates

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northern part of the Bayview District, the Oak Park District, the South Entrance District and in a portion of the Central District. Bedrock is also exposed in the south central portion of the Old Town District.

Landslide deposits are present in a few areas of the uplands. **Figure 2.2** shows the medium and high landslide risk areas. The Oak Park District is classified as a *high landslide risk area*, and a portion of the Central District and most of the Bayview District are classified as *medium landslide risk areas* (Armstrong, 1973). In the Oak Park District, the shale and claystone components of the Orinda Formation rocks weather to clays with medium to high plasticity that are subject to swelling when saturated and to movement. Parts of three large landslides (designated Q1s on geologic maps) are located on steep slopes in the Oak Park District, and the toe of a fourth landslide impinges on the City boundary (Nilsen, 1973). Some of these are ancient landslides that are subject to activation during years of heavy rainfall. Earthquakes also may induce landsliding. One of the major landslides was activated in February 1983; it encompassed Hillcrest Road and a large area down to San Pablo Dam Road (Woodward-Clyde, 1987). The City undertook a repair of the portion of the landslide under Hillcrest Road, and effectively stabilized the slopes under Hillcrest Road and the homes south of it. The area north of Hillcrest Road was not repaired, and has remained an active landslide since 1983 (the recommended repairs were considered too expensive).

### Fault Zones

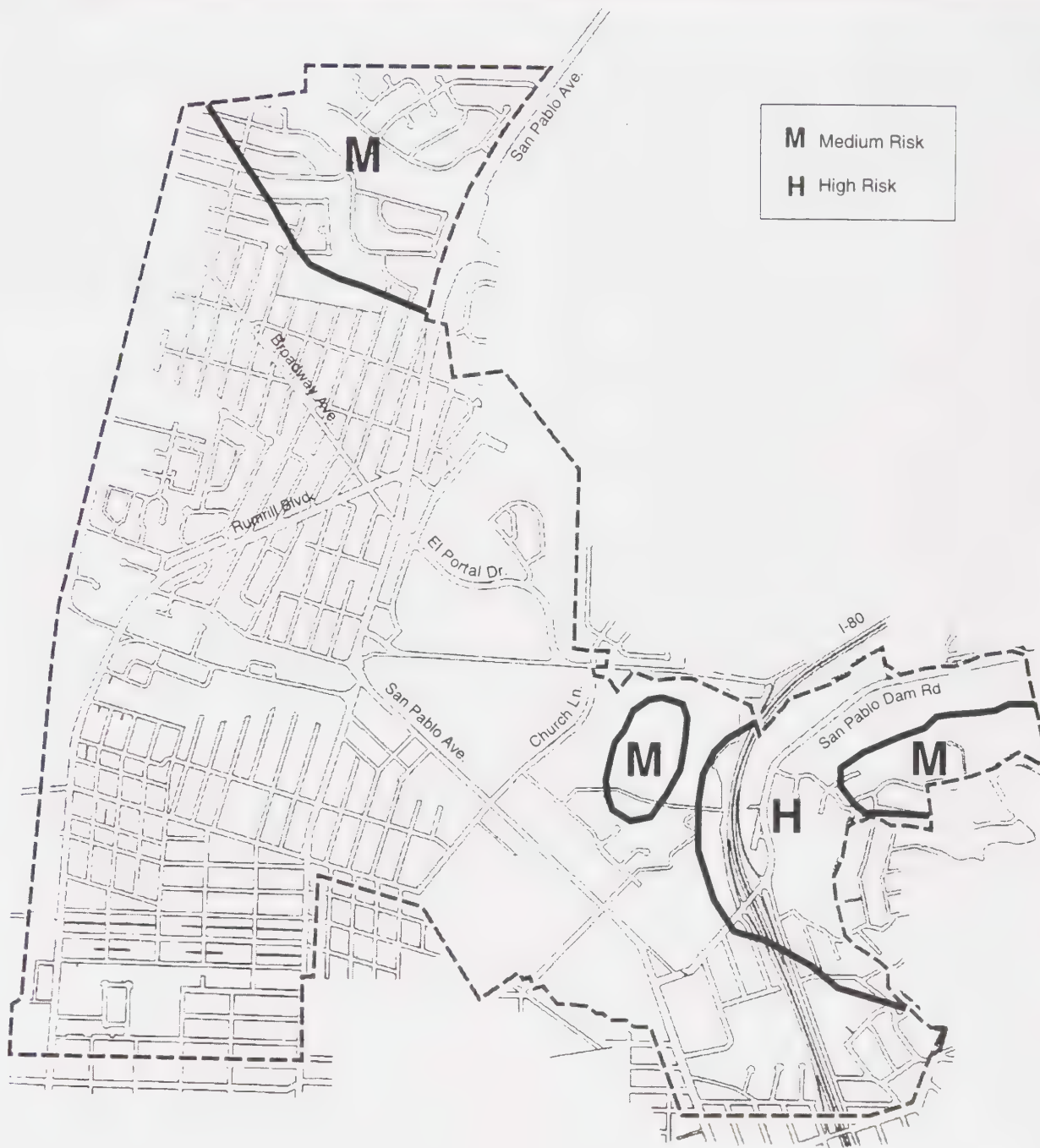
San Pablo, and the San Francisco Bay Area as a whole, is located in one of the most seismically active regions in the United States. Major earthquakes have affected the City in the past and may be expected to occur again in the near future. The Working Group on California Earthquake Probabilities (1990) estimates that there is a 67 percent probability of one or more magnitude 7 earthquakes occurring on one of the

major faults within the region by the year 2020. Some geologists have indicated that the probability of a major earthquake in the next 30 years is substantially higher.

The City is subject to earthquakes from seismic activity generated both on nearby and distant fault systems. There are approximately 30 known faults in the Bay Area that are considered capable of generating earthquakes. The most prominent faults considered most likely to generate large earthquakes are described below.

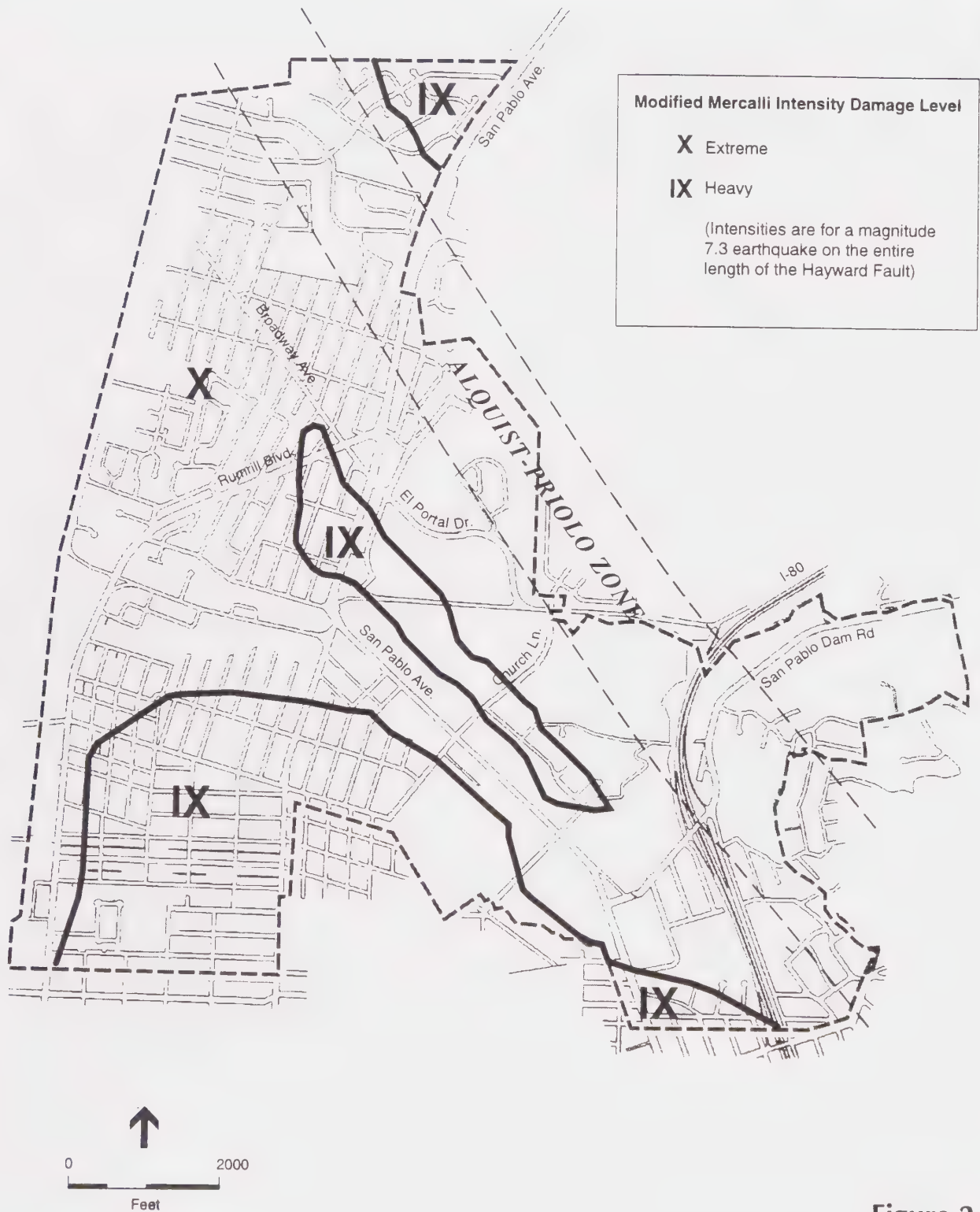
Hayward Fault Zone. Because of its presence within the City of San Pablo, the Hayward Fault is considered a source of high earthquake hazard to the entire City. The hazard is related both to the potential for ground rupture, with associated displacement and ground cracking, as well as high levels of ground shaking that would accompany a rupture in the area. The Hayward Fault is classified as an historically active fault, with evidence of displacement in 1836 and 1968 (Jennings, 1994; Radbruch, 1967), and is considered one of the most significant fault zones in the Bay Area.

The Hayward Fault is included within an Alquist-Priolo Special Studies Zone (shown in **Figure 2.3**). The Alquist-Priolo Earthquake Zoning Act (formerly known as the Alquist-Priolo Special Studies Zone Act of 1972) was enacted to mitigate the hazards of surface fault rupture along earthquake faults considered to be "sufficiently active and well-defined as to constitute a potential hazard to structures from surface faulting or fault creep." The purpose of the Act is to avoid placing habitable structures across traces of active faults. The Alquist-Priolo Zone is up to 1,500 feet wide within San Pablo; in some areas multiple traces of the fault have been identified within this zone. The Tri-Cities Seismic Safety and Environmental Resources Study (Armstrong, 1973) adopted the designated areas of the Alquist-Priolo Special Studies Zone, although it was termed the Fault Hazard Special Management Area.



**Figure 2.2**  
Medium and High  
Landslide Risk Areas

Source: Environmental Science Associates



**Figure 2.3**  
Project Earthquake Intensities  
and Alquist-Priolo Zone

Source: Environmental Science Associates



Earthquakes larger than magnitude 7 are possible on the Hayward Fault, although the recurrence interval for such an event would be greater. Based on geological data, a maximum credible earthquake<sup>2</sup> with 7.5 magnitude is possible (California Division of Mines and Geology, 1987).

Wildcat Fault. This fault is considered to be a branch of the Hayward Fault and transects the latter. The Wildcat Fault was removed from the Alquist-Priolo Special Studies Zone because of the lack of documented evidence of historic activity.

Rodgers Creek Fault Zone. The alignment of this fault zone is considered by many geologists to suggest that it may be the northerly extension of the Hayward Fault (the fault may be concealed by the sediments and waters of San Pablo Bay before emerging onto land in Sonoma County). Its closest mapped location to San Pablo is approximately 14 miles to the northwest. The Rodgers Creek Fault is an active fault zone and is included in the Alquist-Priolo Special Studies Zone. The Mare Island Earthquake of 1898 was a 6.5 magnitude event, and is believed to have been caused by movement of the Rodgers Creek Fault. The maximum credible earthquake is a magnitude 7.5.

San Andreas Fault Zone. The San Andreas Fault Zone is the predominant fault system in California and has generated some of the largest, most destructive earthquakes in the Bay Area and elsewhere in the state. The 1906 San Francisco Earthquake was a magnitude 8.3 event, while the

1989 Loma Prieta Earthquake was a 7.1 magnitude event.

The nearest location of the San Andreas Fault is approximately 15 miles west of San Pablo, the zone known as the North Coast segment. Within a 30 year time period, an earthquake on the North Coast segment of the San Andreas Fault has a 2 percent probability of occurrence (Working Group on California Earthquake Probabilities, 1990). The low probability of such an event is because geologists believe that this segment moved during the 1906 earthquake (epicenter near Olema). In contrast, in the next 30 years, the San Francisco Peninsula segment is believed capable of producing a magnitude 7 event with a probability of 23 percent (Working Group on California Earthquake Probabilities, 1990). The maximum credible earthquake is a magnitude 8.3 (California Division of Mines and Geology, 1982).

Concord Fault. The fault is located approximately 15 miles northeast of San Pablo. The Concord fault is active within historic time and it possibly may be linked to the active Green Valley Fault to the north. The maximum credible earthquake is a 7.0 magnitude event.

Calaveras Fault. The closest location of the fault is approximately 27 miles southeast of San Pablo. The fault is active and in recent time was the source of the 1984 Morgan Hill Earthquake and several moderate earthquakes in 1980. The maximum credible earthquake is a 7.25 event.

In addition to the above-mentioned faults, other significant faults in the region that may generate earthquakes affecting San Pablo include: to the east, the Antioch Fault; to the southeast, the Pleasanton, Greenville and Los Positas Faults; to the south, the Sargent, Monterey Bay and San Gregorio Faults; to the west and southwest, the Seal Cove and Point Reyes Faults; to the north and northeast, the West Napa, Burdell Mountain, Tolay and Maacama Faults. Other identified and concealed faults are also present in the region.

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<sup>2</sup> The *maximum credible earthquake* is the largest event that appears to be reasonably capable of occurring under the conditions of the currently known geological framework and independent of time, based on seismograph records of earthquakes, geologic evidence and geophysical data. The *maximum probable earthquake* is the largest event that appears to be reasonably expectable within a 100 year period (Greensfelder, 1974).

As described within the Background Report, earthquakes may cause a number of seismic hazards including the following.

### Ground Shaking

Earthquakes in the Bay Area potentially could produce strong ground shaking in San Pablo. Ground shaking is partly related to the size of an earthquake, the distance from the City, and the response of the geologic materials at the site. As a rule, the greater the earthquake magnitude and the closer the fault rupture to the site, the greater the intensity of ground shaking. Violent ground shaking is generally expected at and near (within about three miles of) a fault rupture. However, geologic materials respond differently to earthquake waves. Deep unconsolidated materials amplify earthquake waves. Even when an earthquake epicenter is distant from a site, it can induce strong ground shaking and wave amplification with severe hazards to people and property, as was evident in Oakland and San Francisco during the 1989 Loma Prieta Earthquake (the epicenter was located in the Santa Cruz Mountains).

*Very High* wave amplification is present in the alluvial lowlands surrounding San Pablo Creek, particularly in the western portion of the City and the northern portion of Old Town. *High* wave amplification is present in the southern part of the City, the south central part of Old Town and in a portion in the north central part of the Bayview area. Other parts of the City are susceptible to *Moderate* to *Moderately Low* amplification, depending upon the presence of bedrock near the surface.

Under the maximum probable earthquake for San Pablo, the intensities created by a rupture of the Northern Segment of the Hayward Fault during an earthquake with a 7.1 magnitude are mapped by the Association of Bay Area Governments (1995). Most of the City would experience an intensity level of X (*Extreme*) on the Modified Mercalli Scale, with the remainder

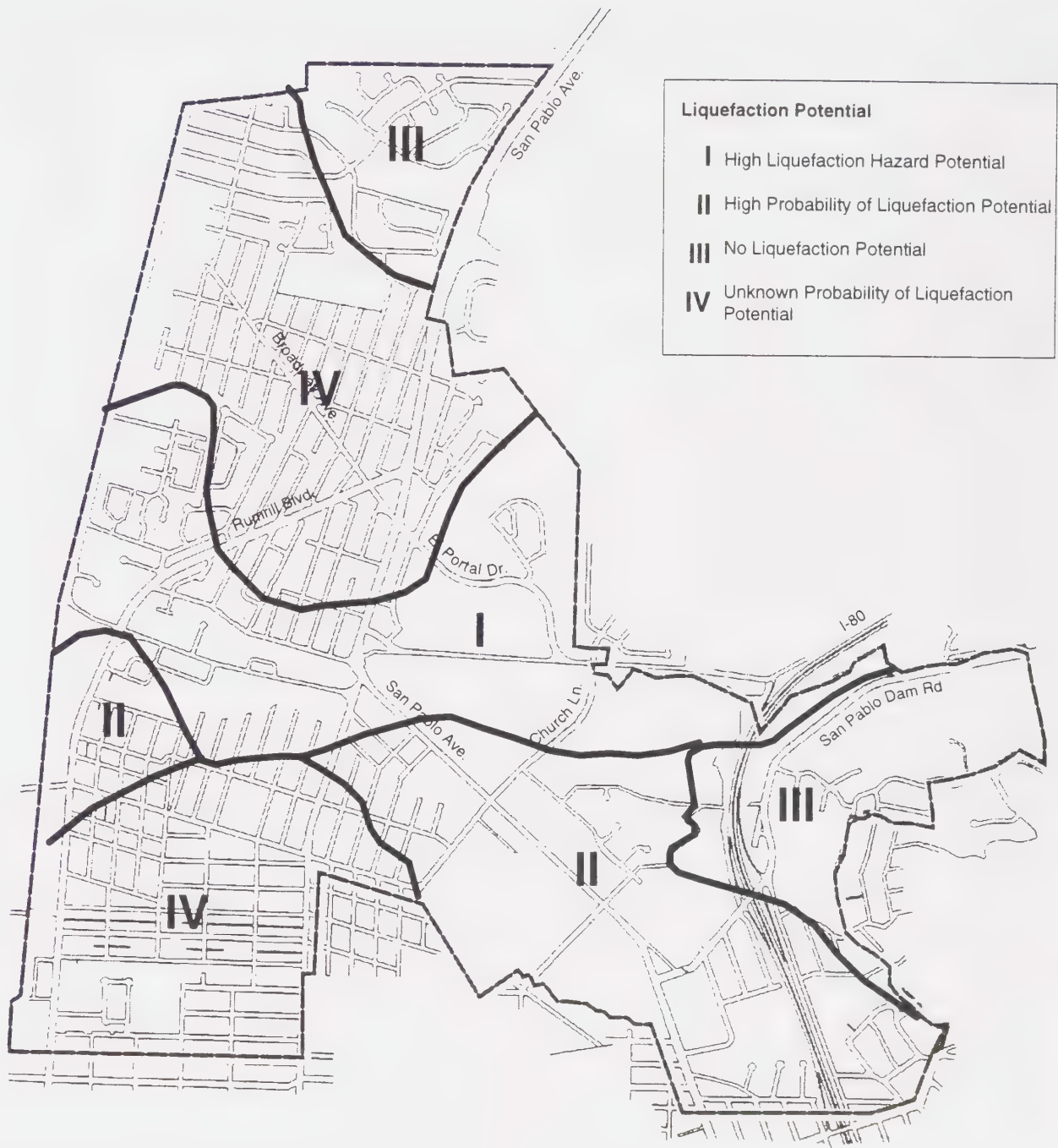
of the City experiencing an intensity level IX (*Heavy*). Under a worse case scenario of the entire Hayward Fault Zone rupturing, creating a magnitude 7.3 earthquake, the patterns of earthquake intensity would be similar to the preceding. **Figure 2.3** shows potential intensity damage levels that could result within the City from a 7.3 magnitude earthquake along the entire length of the Hayward Fault.

Earthquakes on other faults generally would produce lower intensities in the City. For example, a magnitude 7.1 earthquake on the Peninsula Segment of the San Andreas Fault would likely result in intensity level VII (*Non-structural Damage*) in the lowland areas, and level V (*Minor Damage*, e.g., pictures fall) in the upland areas underlain by bedrock at shallow depth. Intensities related to a maximum credible earthquake on the San Andreas Fault (8.3 magnitude) have not been mapped, however, it is likely that the intensities would approach those for the scenario of a 7.1 magnitude event on the northern Hayward Fault described above.

### Liquefaction

Liquefaction is the rapid transformation of saturated, loose, fine-grained sediment (such as silt and sand) to a fluid-like state because of earthquake ground shaking. Liquefaction has resulted in substantial loss of life and injury, and damage to property, roads and infrastructure. In addition, liquefaction increases the hazards of fires because of explosions induced when underground gas lines break and because the breakage of water mains substantially reduces fire suppression capability.

Most of the lowland areas of San Pablo are mapped by the California Division of Mines and Geology (1987) as potentially having liquefaction hazards. **Figure 2.4** shows the liquefaction potential of areas within the City. The Tri-Cities Seismic Safety and Environmental Resources Study indicates that liquefaction hazard in San Pablo varies from "*high liquefaction hazard potential*" to "*unknown or*



Source: Environmental Science Associates

**Figure 2.4**  
Liquefaction Potential





*probably absent".*

### **Landsliding**

The strong ground motions that occur during earthquakes are capable of inducing landslides and related forms of slope adjustments. Earthquakes generally induce land sliding only where unstable soil conditions already exist; the ground shaking provides a mechanism for ground movement. Thus, earthquake-induced landslide hazard areas are the same as those for which general landslide hazard is present. In San Pablo this hazard is primarily located in the Oak Park District and northern Bayview District.

### **Potential for Structural Damage**

Fault Rupture Damage to Structures. All structures and infrastructure constructed across an active fault potentially could be severely damaged or destroyed by fault rupture and creep. Current structural engineering design, materials and construction methods offer few possibilities for reducing hazards of structures in zones of potential fault rupture, however, the risks remain high and no structure of even the best design could withstand a substantial displacement of the earth on a fault without experiencing severe damage and possible collapse. For this reason, avoidance of construction is the best approach in zones having potential faults, i.e., Alquist-Priolo Earthquake Hazard Zones. This is especially true for critical structures (such as hospitals, schools, fire stations, and public buildings), residential buildings, and buildings with large occupancies.

Liquefaction Damage to Structures. Liquefaction hazards pose a substantial source of damage to all structures and infrastructure regardless of type. Where liquefaction is accompanied by lateral spreading and substantial settlement, the potential damages to structures and infrastructure can be dramatic. Much of the loss of life and the most severe damage to structures in the 1989 Loma Prieta Earthquake, 1994 Northridge

Earthquake and the 1995 Kobe Earthquake resulted from liquefaction. Liquefaction can be managed through foundation design, e.g., through the use of friction piles bearing on competent materials at depth, and for some structures by spanning areas subject to liquefaction. Flexible materials can be used in some types of infrastructure that will allow a degree of resistance to damage from liquefaction-induced settlement and soil movement. Other measures are available to reduce the source of liquefaction through engineering of the soil medium and groundwater management. Most available technology for reducing liquefaction hazards is relatively expensive compared to construction on soils in which liquefaction hazard is absent.

Landslide Damage to Structures. Large landslides induced by earthquakes (or other causes) pose a significant hazard of damage and collapse to most structures. The extent of hazard is related in part to the position of the structure relative to the landslide. Structures constructed over the head of a landslide may collapse because of loss of foundation support. Structures constructed on the body of a landslide may be destroyed or damaged by the loss of foundation support and the overturning effects of the soil. Structures located at the toe of a landslide may be damaged or destroyed by being pushed over or buried by the landslide mass. Landslide hazard in some cases can be managed through foundation design, e.g., through the use of friction piles bearing in competent bedrock (if the depth of unstable material is not too great), and for some types of structures by spanning areas of potentially unstable soils (if the landslide is not too broad). Other measures are available to reduce the cause of land sliding through engineering of the soil medium and slopes, and through surface water control and soil water management.

Ground Shaking Damage to Structures. Ground shaking presents the most widespread hazards to structures and infrastructure because all parts of

San Pablo could be affected by it. Ground shaking, however, is highly variable in intensity and type from one site to another because of the way geologic materials respond to earthquake vibrations. In addition, the effect of ground shaking on structures is related to the form and massing, foundation type, structural design, materials, construction quality and location relative to other structures.

Buildings constructed prior to the 1970's in most cases would not meet current design provisions for earthquake forces of the UBC. Following the 1971 Sylmar (San Fernando) Earthquake, major revisions were made to the seismic provisions of the UBC and other building codes. Modern construction provides a good level of protection for most site conditions. Most of the severe damage to buildings in the 1989 Loma Prieta Earthquake and 1994 Northridge Earthquake (and others) occurred in older buildings constructed prior to the 1970's (National Research Council, 1994; Earthquake Engineering Research Institute, March 1994). The most severe hazards are presented by unreinforced masonry buildings constructed of brick or concrete block (which can no longer be constructed in San Pablo under the Building Code). Under the strong intensity of ground shaking expected in a large earthquake in San Pablo, many of these old structures may be expected to collapse or undergo sufficient damage to be "red-tagged" (required to be demolished). For this reasons, most Bay Area communities, including San Pablo, have programs for identifying buildings of this construction type. Each building must be assessed as to whether it can be retrofitted to meet the requirements the Uniform Code for Building Conservation (UCBC). Other older building types of steel, concrete framing that were not designed to resist earthquake vibrations also may be severely damaged. Older reinforced brick and masonry structures also may be heavily damaged in large earthquakes; the extent of hazard depends on individual construction and specific site hazards. In contrast, light wood-frame and sheet metal buildings would be

expected to have moderate damage in most conditions. Steel-frame structures designed to resist earthquake vibrations have an excellent record in earthquakes.

Buildings of special occupancy are required to meet more stringent design requirements than the UBC. These include hospitals (which must meet the State's Title 24 requirements, as specified by the Hospital Seismic Safety Act), schools (under requirements of the Field Act), and other structures that are important to protecting health and safety in the community.

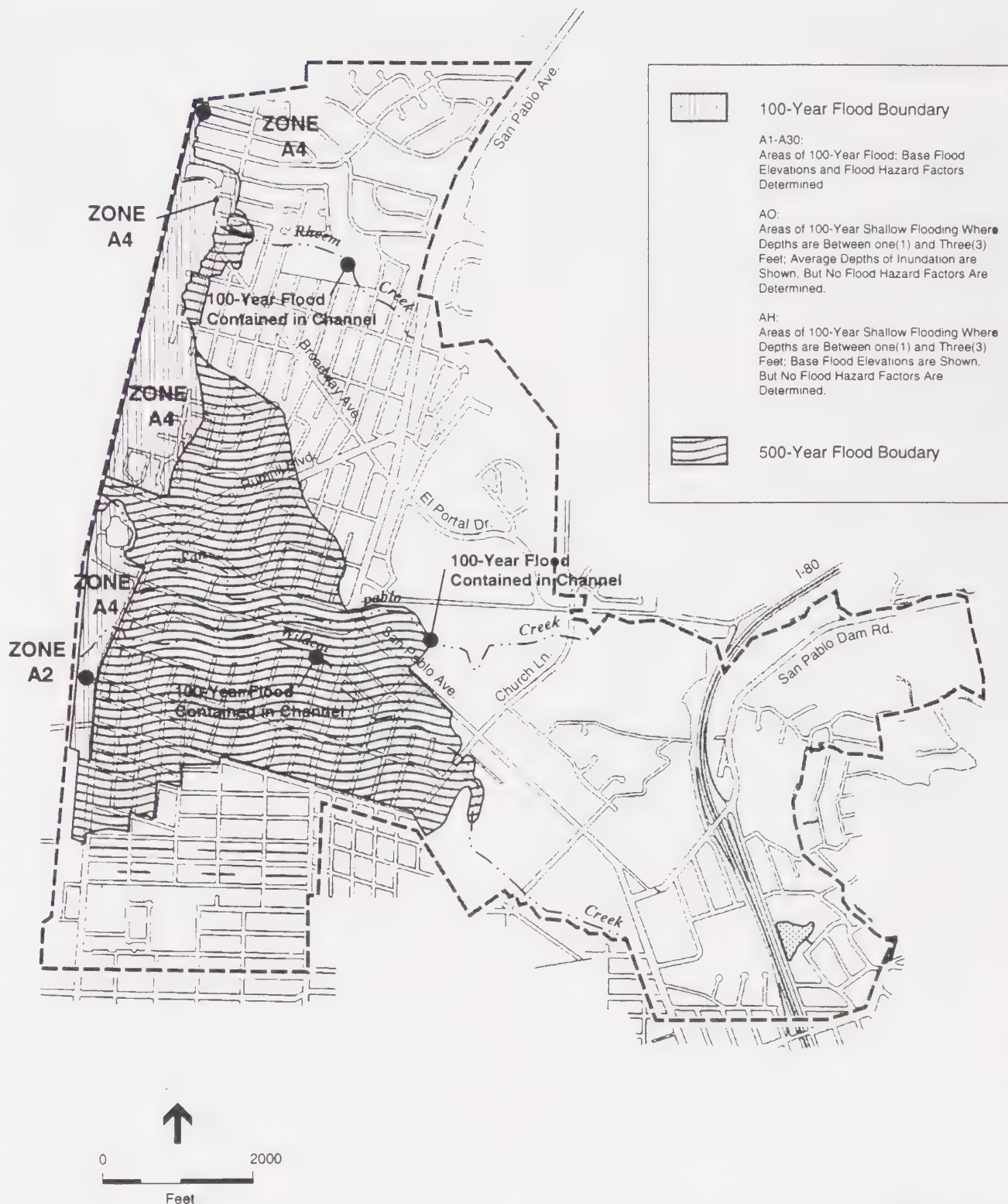
## FLOOD HAZARDS

### Localized Flooding

Areas along San Pablo's three creeks are subject to flooding. **Figure 2.5** shows the creeks and flood hazards within the City. During recent storm events (1993 and 1995), lower Wildcat Creek overflowed and flooded the Folsom Avenue area and parts of Old Town, primarily because of stormwater pipe backups (Ho, 1995a). Upstream of I-80 and in most areas west of I-80, flood flows are contained within the banks of San Pablo and Wildcat Creeks. West of a line extending south from about 12th Street in the north, flood inundation areas of the 100-year flood<sup>3</sup> include areas along Wildcat and San Pablo Creeks that encompass the western and southern areas of the City. Flood-prone areas also are present along Rheem Creek.

Flooding is characterized by water overflowing the banks of San Pablo, Wildcat and Rheem Creeks and moving parallel to or away from the creeks along the City road system. During a flood, water drains in the streets in a westward direction until reaching the Atchison, Topeka and Santa Fe Railroad (AT&SFR) tracks along the

<sup>3</sup> The 100-year flood is the event with a one percent chance of occurring or being exceeded in a given year, or a flood that has a probability of being exceeded once in 100 years, on average.



Source: Environmental Science Associates

**Figure 2.5**  
Creeks and Flood Hazards





western border of the City. The culvert and channel system through the railroad trestle is inadequate to pass peak flood flows, forcing water to pond on the upstream side of the tracks. The City has a channel maintenance program intended to keep debris from collecting near the culverts and channels. The Army Corps of Engineers is currently improving the peak water flows at lower Wildcat Creek, starting at the railroad trestle channel and continuing west out of the City limits (Ho, 1995a).

San Pablo Creek and Wildcat Creek each has a 100-year discharge of over 3,000 cfs (Federal Emergency Management Agency, 1993). Flows in excess of 2,000 cfs in San Pablo Creek and in excess of 900 cfs in Wildcat Creek will cause flooding. Many homes in San Pablo are constructed with the floor level at the ground surface and lacking sufficient elevation to be above even shallow flooding. The principal flooding problem exists near the western edge of the City where flows of San Pablo, Wildcat and Rheem Creek are limited by passage under the AT&SF railroad tracks.

Rheem Creek was recently restudied by FEMA. The creek was designed to contain flows of 800 cfs, which is a 30-year event, at Giant Road (Federal Emergency Management Agency, 1993). The 100-year discharge of Rheem Creek is 1,080 cfs; therefore, the creek floods under large storm events (Federal Emergency Management Agency, 1993). Additionally, overland 100-year flood flows of 600 cfs from San Pablo Creek travel toward Rheem Creek, adding to ponding behind the railroad tracks. Flooding is expected to be shallow, between one and three feet (Federal Emergency Management Agency, 1993). The area is largely industrial.

San Pablo is a participating community in the National Flood Insurance Program.

### **San Pablo Dam Related Risks**

A portion of San Pablo located in and adjacent to

San Pablo Creek is subject to a potential hazard of inundation caused by a failure of dams in the headwaters. An earthquake is the most likely source of a dam failure, however, large landslides or sabotage also could have a similar effect. San Pablo Creek is dammed at two locations in its headwaters. San Pablo Dam is located in the hills southeast of the city. A failure of San Pablo Dam would allow the reservoir to drain, potentially flooding the valley and lowland areas of the City of San Pablo. Briones Reservoir is the higher lying reservoir; if it were to fail, the waters would drain into San Pablo Reservoir, possibly causing an overtopping of San Pablo Dam. The amount of inundation would depend on the manner in which the dam were breached, the amount of time that the operators would have to respond and drain the reservoir, and the amount of water in the reservoir. The California Division of the Safety of Dams conducts inspections of the dams.

In direct response to the potential hazards and natural conditions described within this section, the following goals, policies and implementing actions have been identified to address these issues:

### **GOAL 2.1**

**TO MINIMIZE THE LOSS OF LIFE, INJURIES, PROPERTY DAMAGE AND ECONOMIC AND SOCIAL DISLOCATION RESULTING FROM FUTURE CATASTROPHIC EVENTS SUCH AS EARTHQUAKES, FLOODS, FIRE OR THE UPSET OF HAZARDOUS MATERIALS.**

Policies and actions within this section employ a combination of strategies, including community education, disaster preparedness, and regulatory programs to safeguard members of the community. Key components of this section include: identification of hazards; community education; ensuring structural safety of buildings; reducing flood hazards; and, control of

hazardous materials.

**Policy PS 1.1:**

**Public Education and Disaster Awareness**

Utilize public awareness and information as a means to educate citizens about local risks and how to be prepared and cope with natural or man-made disasters.

**Policy PS 1.2:**

**Disaster Preparedness**

Recognize that the Multi-Hazard Functional Plan is a State required document and the City's plan needs to be updated regularly as required by law. Develop a community based plan that guides the City's appropriate course of emergency action in the event of earthquakes, flooding and other disasters.

**Policy PS 1.3:**

**Regulatory Actions**

Utilize the City's Planning, Building and Public Works resources, as well as the City's regulatory authority, to functionally reduce the risk of seismic, landsliding, flooding, hazardous materials, wildfires or other catastrophes.

**Action PS 1.A:**

**Hazardous Safety Zone Map and Users Guide**

Identify all potential hazardous areas that may be subject to natural or potential man-made disasters and other significant hazards, and designate them on a hazardous safety zone map. Create a Users Guide which consolidates all federal, State and local standards and requirements for each of these areas (ie. Alquist-Priolo Earthquake Fault Zone, flood zones, contaminated properties listed on the State Hazardous Waste and Substances Sites List, and unstable soils and hillside areas). Utilize the map as a component of the Land Use and Physical Design Element when developing the General Plan Diagram and Land Use Policies. The Hazardous Safety Zone Map and Users Guide, as well as land use information, will be used to develop the subsequent Zoning Ordinance and Map.

**Action PS 1.B:**

**Information Resource Center**

Compile, maintain and make available at a local safety information resource center all information relative to specific hazards such as earthquakes, flooding, fire, weak soils or release of hazardous materials or hazardous waste. The Planning, Building or Public Works Divisions shall be designated as the lead in collecting and maintaining an organized collection of information on all matters pertinent to seismic, flood, and soils hazards. The resources should be made readily available and the city should establish a procedure for informing residents, businesses, property owners and prospective property owners of such hazards. Information resources should also include a framework for permit streamlining in the event of widespread property damage.

**Action PS 1.C:**

**Public Education Safety Strategy**

Develop a proactive public education strategy through the City (with the assistance of local service providers) which provides guidelines, contacts, and techniques to prepare for and to respond to emergency situations after they occur. Such a strategy would identify specific distribution targets, such as schools, and would utilize printed publications, the Information Resource Center, and presentations to target groups.

**Action: PS 1.D:**

**Update the Multi-Hazard Functional Plan (MHFP)**

As a public priority, the City Building, Planning and Public Works Divisions and the County Fire Department under the direction of the Police Department shall update the Multi-Hazard Functional Plan to comply with state law. The update shall take into account the following objectives:

- ▶ The update process should seek grant funding to make it a comprehensive community based approach that provides the local population an opportunity to be



involved and at the same time to be informed.

- ▶ Work with other West County Cities and the County to coordinate a regional, partnership approach that incorporates the disaster response efforts of other communities with the efforts and goals of San Pablo's MHFP.
- ▶ In order for the MHFP to be successful in providing timely and effective emergency response, the plan shall recognize the following important features and parameters:
  - ▶ Recognize and establish a plan of action for all foreseeable disaster situations including earthquakes, flooding, fire, chemical spills, train accidents and all identifiable forms of hazardous material risks.
  - ▶ The Plan must be current. Within its implementation, it shall contain a checklist that requires annual verification of local and regional resources, contact lists, integrated communications maintenance, and trained personnel who understand their roles in the event of an emergency.
  - ▶ There must be an established primary and secondary Emergency Operations Center that is retrofitted to be fully functional after a foreseeable catastrophic event.
  - ▶ An annual Inventory, coordination and agreement with private resource providers is necessary to insure the availability of supplies (ie. food, power), shelter, and volunteer systems.
  - ▶ A pre- and post event public outreach component which educates the public regarding communications access, evacuation routes, potential supplies distribution centers, and what to immediately following a catastrophe if you are at home or the workplace.
- ▶ An annual public outreach component as part of the annual review of the plan that focuses on hazard prevention at the home/office/factory as well as hazard preparedness. The outreach and education should prepare residents to be able to survive independently (without government aid) for 72 hours following a major earthquake.
- ▶ Information and a review of local utility services including evaluations of their facilities and planned response in the event of a major disaster.
- ▶ An inventory and review for coordination and possible modifications of the School District, Brookside Hospital, and Contra Costa College emergency plan.
- ▶ An information, signage and notification component that evaluates the existing alert system and identifies other means of notification (ie. Cable TV and contact of unlisted phone numbers)
- ▶ Coordinate and implement regular earthquake and other disaster preparedness and response exercises.
- ▶ Adopt and implement the County Hazardous Waste Management Plan policies, particularly those pertinent to maintaining safety in the transport of hazardous materials and wastes.
- ▶ A recommended budget for purchase of supplies.

**Action PS 1.E:****Existing Conditions**

The City shall use its authority to apply the standards of the Uniform Code for Building Conservation (UCBC) to provide protection against earthquake and wind forces, as well as flood hazards.

**Action PS 1.F:****Existing Construction**

The Building Division shall continue to identify and catalogue structures which may be subject to serious structural damage or collapse in the event of a major earthquake. Structural evaluation and safety mitigation of local structures shall be prioritized in the following order:

1. Unreinforced Masonry Buildings
2. Public buildings in Fault Zone Areas
3. Buildings containing (ie. storing, using, manufacturing) substantial amounts of hazardous substances
4. Public buildings under the jurisdiction of the City
5. Public buildings under the jurisdiction of other agencies (ie. fire department, hospital, school district, Contra Costa College).
6. Commercial buildings and potentially dangerous building features or structures (ie signs, parapets).
7. Multi-family residences.
8. Other places of public congregation (such as churches)

The City shall adopt a program and seek outside funding sources (grants) to upgrade or remove buildings that are highly susceptible to threaten human life in the event of a disaster. The program shall also recognize the mechanisms of the City's Redevelopment Plan and pursue other available assistance programs to retrofit, reconstruct or redevelop buildings identified as hazardous.

**Action PS 1.G:****New Construction**

Following a review of updates to the Uniform

Building Code (with California Amendments) by the Chief Building Inspector and the City Attorney, the City will continue to adopt and administer the most appropriate sections from the recent version of the Uniform Building Code.

**Action SA 1.H:****New Construction Within Special Studies Zone**

Continue to review individual projects to prohibit the development of new critical facilities and habitable structures within the Alquist-Priolo Earthquake Fault Zone.

**Action SA 1.I:****New Construction in Unstable Soil Areas and Adjacent Creeks**

Require areas identified on the Hazardous Zone Safety Map as having significant liquefaction or landslide potential, and properties including and adjacent to creeks, to be subjected to a geotechnical study prior to development approval. For sites where a preliminary soils report indicates the presence of critically expansive soils, surfacing groundwater or other soil problems, require geologic soils investigations prepared by a registered civil engineer to determine the extent of and mitigation for geologic hazards. For sites with creeks, require hydrologic/geomorphologic study prior to development approval. Require peer review of all geotechnical reports for these sites.

**Action PS 1.J:****Flooding**

Incorporate FEMA updates into City maps. Support a multi-use concept for flood plains, flood related facilities, creeks and waterways. A multi-use concept would encourage the following specific uses:

- ◆ Flood control
- ◆ Groundwater recharge
- ◆ Open space
- ◆ Nature study/interpretation
- ◆ Pedestrian and bicycle circulation
- ◆ Outdoor sports and active recreation
- ◆ Other uses as consistent with the Environmental Resources Element.



record.

**Action PS 1.K:****Flood Plain Land Use**

The City shall consider land uses within the 100-year flood plain which will provide protection to new and existing structures.

**Action PS 1.L:****Hazardous Materials Transport**

The City shall specify transportation routes for hazardous materials to minimize the possibility of casualties and property damage in the event of mishap and to restrict temporary parking or storage of hazardous materials vehicles. The City shall condition approval of individual development proposals on the following mitigation measure:

For each specific project that would generate hazardous waste, the City shall require as a condition of building permit and/or business license approval that the project sponsor prepare a hazardous material transportation program. The transportation program shall identify the location of the new facility or use and designate either (1) specific routes to be used for transport of hazardous materials and wastes to and from the facility, or (2) specific routes to be avoided during transport of hazardous materials and wastes to and from the facility. Routes would be selected to minimize proximity to sensitive receptors to the greatest practical degree. Passage through residential neighborhoods should be minimized, and parking of waste haulers on residential streets should be prohibited. The City shall review and approve the applicant's hazardous material transportation program or, working with the applicant, modify it to the satisfaction of both parties. The City shall require that the applicant provide a copy of the program to the local Fire District. Documentation to the effect shall be added to the administrative

**Action PS 1.M:****Hazardous Materials Inventory**

The City shall work with the County Environmental Health Department, Hazardous Waste Division to identify those businesses and industries within the City which receive, create or release hazardous materials in amounts requiring a Hazardous Materials Management Plan or Risk Management and Prevention Program. The City shall encourage the County to be responsive in its regulation of the handling of the materials and the cleaning and storage of hazardous material containers and transport vehicles.

**Action PS 1.N:****Location of Hazardous Producers**

Through the Zoning Ordinance or conditional use permits, the City shall require new facilities which use or produce hazardous materials to locate along major transportation routes and away from schools, residences and places of public assembly. The standards shall include comprehensive regulatory and permitting standards and conditions for different types of industrial uses.



Police Graphic

## POLICE SERVICES

The San Pablo Police Department (SPPD) provides police services to all of the incorporated areas of San Pablo, and participates in a County-wide mutual assistance program (Krathwohl, 1995). For example, mutual assistance agreements exist between SPPD and cities in the vicinity, including the Sheriff's Department and the El Cerrito, Richmond, and Pinole police departments. As a matter of policy, the SPPD does not respond to calls outside of its jurisdiction unless specifically requested to do so by other agencies, or unless a crime is in progress or a criminal chase occurs across jurisdictional boundaries. The Department does not currently have the capability to undertake aerial policing activities on its own, although it can receive aerial surveillance assistance from the California Highway Patrol and the East Bay Regional Park District (Krathwohl, 1995).

### CURRENT FACILITIES AND STAFFING

The San Pablo Police Department operates out of a central station at Five Alvarado Square near the corner of San Pablo Avenue and Church Lane. The Department is divided into an investigations and a patrol division. The Police Department currently has 38 sworn officers and staff and civilian volunteers that number 9 full-time and 5

part-time. Equipment used by the Police Department includes 14 patrol cars and 10 other special duty vehicles. The average response time to a call for service is less than five minutes.

The City is divided into three beats that are staffed 24 hours per day by a minimum of two officers. Given the City's current population of approximately 26,000 people, the current police-to-resident service ratio in San Pablo is approximately one police officer to every 684 residents (or 1.46 police officers per 1,000 residents). This ratio exceeds the City standard of 1.43 police officers per 1,000 residents. However, the police-to-resident ratio is only one factor in determining staffing needs, since police staffing is a relatively complex situation that is not dependent on population levels only. The Department has noted current trends in urban areas in which the officer per resident ratio standards have increased to one police officer per 500 residents. The Department has recently consolidated communications/dispatching services with the City of Richmond, El Cerrito and Kensington in order to help track service demands.

Previous seismic stability and facility studies have identified the need for a new emergency operations center and jail facility. Earthquake concerns and citations from the State Department of Corrections have mandated that SPPD improve the present police building, or replace it. The SPPD and the Community Development Department are reviewing facilities options.

Asset seizure funds which paid for office equipment and three additional officers expired in December 1995 and the officer positions were terminated.

### SERVICE DEMAND

An analysis of calls for service indicates that during 1993 there were 34,000 incidents handled or initiated by the SPPD. During 1994, there were 39,000 incidents recorded, or an increase of 13 percent over 1993. Similar



increases in calls for service were experienced over 1992 and 1993. The overall reported crime rate increased by approximately 3 percent from 1993 to 1994. In 1994, there were 3,641 Part I (major) crimes reported; in 1993, there were 3,529 major crimes reported. Compared to 1993, in 1994 there were decreases in homicides, rapes, robberies, burglaries, and larcenies, and increases in assaults and vehicle thefts. The biggest change in crimes reported, both in percentage terms and absolute numbers, was in aggravated assault (994 assaults in 1994 compared to 800 in 1993). The SPPD notes that the law now requires that all aggravated assaults be documented, regardless of whether an injury resulted or a complaint was requested (Krathwohl, 1995).

Types and levels of crime differ throughout the City depending upon land use patterns and other factors. For example, burglaries are more common in residential areas. To monitor conditions and track statistics in all areas, the City has been divided into reporting districts, and events are recorded by reporting district. The five districts with the highest number of Part I events reported are the areas east and west of 23rd Street near San Pablo Avenue and Davis Park (three districts); along Rumrill Boulevard, in the southwest corner of the City; and within a portion of the area between 23rd Street and Rumrill Boulevard, near the southern City limit. All of these areas experience a significant rate of Part I, or major, crime activity.

Code enforcement activities, which handle nuisance and safety violations, are divided among the City's three beats. Beat 3, which encompasses Old Town, experiences the worst conditions with regard to abandoned cars, weeds, illegal businesses and auto engine or auto body repair. Abandoned buildings, dilapidated structures and dumping are also primary concerns in Beat 3, as well as within Beat 1. Commercially related problems occur in Old Town more than any other area.

## POLICE SPONSORED PROGRAMS

The Department sponsors three public safety/volunteer programs, including P.I.S.T.O.L., Kids to Camp and Toys for Tots during Christmas. The P.I.S.T.O.L. (Police In Schools To Offer Life) program includes officer education of elementary and junior high level students; currently one officer spends one quarter of his/her time in the schools. The officer teaches basic police familiarization, gun awareness, and D.A.R.E.-style drug prevention programs. The Kids to Camp program takes approximately 12 kids camping each summer. During Christmas the volunteer Toys for Tots program provides toys for children in the community.

## GOAL 2.2

### POLICE PROTECTION

**CONTINUE TO PROVIDE A COMPREHENSIVE "URBAN" SMALL-TOWN SERVICE APPROACH FOR POLICE SERVICES, COMPOSED OF PUBLIC EDUCATION, OUTREACH AND PARTNERSHIPS WITH THE PUBLIC TO PROMOTE SAFETY AND A GREATER POLICE PRESENCE THROUGHOUT THE COMMUNITY.**

This section specifically addresses the role of police protection within the community and how the community can best support the efforts of the Police Department. A safer community is to be promoted through policies and actions which increase community awareness and participation in law enforcement, offer youths alternative activities and guidance, encourage greater civic pride and improve neighborhoods by reducing areas of community blight through enforcement of building and health codes.

**Policy PS 2.1:****Growth Management Element Service Standards**

Develop and implement a community based police strategy compatible with the service level standards identified in the Growth Management Element.

**Policy PS 2.2:****Business Partnerships**

Pursue opportunities to make the business community safer and more attractive for new businesses and customers through better communication, partnerships and programs that instill ownership of the commercial areas by the public and the City.

**Policy PS 2.3:****Community Relations**

Encourage the strengthening of a small town policing technique through public relations, community reflected representation and communication, and neighborhood based public safety programs.

**Policy PS 2.4:****Youth Involvement**

In recognition of the importance of providing alternative activities and guidance for the City's youth, the City will coordinate with the School District and other community groups or agencies to develop and continue youth involvement, outreach, options and conflict resolution programs year round.

**Policy PS 2.5:****Neighborhood Image Enhancement**

Recognize the connection between neighborhood image and proportionate increases in crime and make it a priority of the City to have each department work together and with the community to maintain and enhance the residential and commercial neighborhoods.

**Action PS 2.A:****Property Maintenance Ordinance**

The City's Building Division shall conduct a review of the City's Property Maintenance Ordinance every three years to evaluate the

program, evaluate staff resources, identify improvements, and modify the fine and fee structure. Staff review and recommendations shall be made to the City Council for their review and adoption.

**Action PS 2.B:****Public Safety Strategy**

The City shall conduct an annual Public safety Forum (PSF) or series of community meetings to learn of the community's problems and develop an open discussion. The Forum will approach the City's youth, ethnic communities, business community, elderly, and other citizens to incorporate city-wide concerns and identify consensus on community safety priorities and program approaches. Through education of available resources, a Public Safety Strategy shall be developed which identifies innovative and effective responses to the City's problems including dispatching and improved response. The Strategy should also evaluate youth outreach and diversion programs and position the community to receive grant funding for program implementation.

**Action PS 2.C:****Federal, State and Private Funding**

Continue to research the availability of grant funding from the federal and State government, as well as private foundations, to develop a summary of the types of programs most applicable to the City. A funding agenda should be developed which reflects the community's needs and values found within the Public Safety Strategy.

**Action PS 2.D:****Youth Outreach and Diversion Program**

Expand the current Police In Schools To Offer Life (PISTOL) program (currently at .25 full-time officers) to 1.5 officers and to all youth age levels as a means of building upon the successful in-school, after school and summer time programs. A set of defined goals and objectives should be established such as working with gangs; graffiti response and alternative activities, working with teachers and the school district in



youth development programs; and development of activities between the police and the community. Additional policy programs should be considered to work with schools and youth to develop conflict resolution, peacemaking and anger management training, developing anti-crime curriculums, and programs that have been successful in other communities (i.e. Police Explorers, midnight basketball, makeshift late night recreation centers).

#### **Action PS 2.E:**

##### **Coordinated Blight Removal Program**

Develop a more formal and coordinated approach between the Police, Health, Fire, Building, Sanitation and Planning Departments to assess public safety hot spots within the community and the use of non-criminal codes and statutes such as health, fire, building and sanitation regulations to shut down or discourage criminal activity and to promote local renovation and civic improvements. Such an approach will build upon recent successes in this area.

The Building Division shall evaluate all available codes and statutes and coordinate an evaluation of "problem" properties throughout the community to bring the properties up to standard through the following steps:

- ▶ Identification through community complaints, and Beat and Code Enforcement officer listings.
- ▶ Investigation and intelligence gathering (records investigation, citizen contact, owner notification, and other direct data)
- ▶ Inspection of Property
- ▶ Interdepartmental Coordination
- ▶ Removal of Occupants
- ▶ Securing of property
- ▶ Code Compliance or Demolition

#### **Action PS 2.F:**

##### **Community Outreach Specialist - Police Relations Officer**

Based upon the priorities identified in the Public Safety Strategy Plan, the City shall hire a Community Outreach Specialist to conduct public relations with the community and to coordinate many of the programs and training exercises for community based problem solving. Some duties that may be identified by the Strategy Plan may include:

- ▶ Identification and application for grant funding for Community Policing projects;
- ▶ Community outreach awards program coordination;
- ▶ Resource Inventory of all local community groups, the private sector and other city agencies all of which can help with community problem solving. Maintaining ongoing contact to develop networks and opportunities.
- ▶ Neighborhood Organization development and staffing, neighborhood watch coordinator to train and help establish neighborhood watch groups.
- ▶ Local events coordination of police involvement, working with health fairs and job fairs;
- ▶ Police sponsored education, youth involvement programs etc to teach citizens such as neighborhood leaders, youth, ethnic groups, business owners/operators how the police department operates and how citizens can cooperate with the police to reduce incidents of crime and gang activity.
- ▶ Development of a phone and contact list of local organizations that can provide counseling, job training, guidance and other services for youth to be shared with

individuals and groups that need the services.

- ▶ Enforcement of local drug-free clauses in rental leases, anti noise and anti-nuisance laws, and housing, health and fire codes.
- ▶ An officer special training program that teaches field officers how to organize a neighborhood in order to deal with neighborhood problems, how to help neighborhoods develop their own capacity to improve their quality of life and how to develop volunteer opportunities.

#### **Action PS 2.G:**

##### **Regional Cooperation**

Continue to conduct regular meetings with adjacent jurisdictions and other public safety agencies to present work efforts and seek ways to share information and develop joint law enforcement efforts (ie. WCCC Chiefs Committee, WCCC Narcotics, WCCC Gang Intervention).

#### **Action PS 2.H:**

##### **Upgrade of Police Facilities**

Purchase, construct or retrofit police-related facilities (such as a new Emergency Operations Center, Jail Facility and other needed facilities) to meet community needs.

#### **Action PS 2.I:**

##### **Small Town Service Approach**

The City shall hire additional field officers that reflect the diversity of the community and implement a community-based or "small town" training program which provides the officers with the tools and methods to establish a neighborhood-level relationship with the residents and businesses they serve.

#### **Action PS 2.J:**

##### **Neighborhood Police Station/Specialty Vehicle**

The Police Department shall evaluate the options to purchase, borrow or time share with another

agency a specialty trailer or mobile home to meet the community's demands for neighborhood police stations. The mobile station would have the dual function of mitigating "hot crime activity spots" as a command post, or helping to foster community wide public education as a mobile resource center.

#### **Action PS 2.K:**

##### **Community Recognition of Achievements**

Continue to recognize police and fire personnel who are making a distinct positive impact to the community through annual awards. Also recognize community members who have worked to enhance public safety, youth development and community relations. Explore including the recognition program as part of a City-wide newsletter.

#### **Action PS 2.L:**

##### **Public Safety and Police Information**

As part of the Public Safety Information Resource Center described in Action XXX, contact all local and regional public safety and service providers to obtain resource materials. The City should have multilingual pamphlets that describe available police services as well as an overview of the different safety providers roles.

#### **Action PS 2.M:**

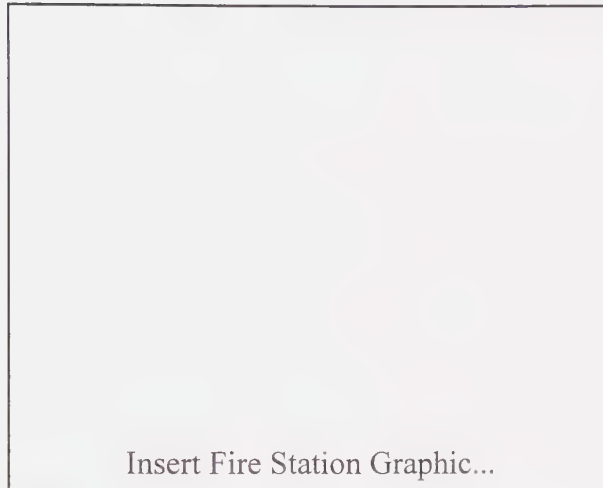
##### **Community Wide Safety Retrofit Program**

Following the Public Safety meetings for the Public Safety Strategy Plan and under the organization of the Planning Division, the City shall conduct a comprehensive interdepartmental review of the City to identify the following community safety improvements:

- ▶ Community lighting and safety improvements
- ▶ Patterns of development and safety improvements
- ▶ Areas of high code violations
- ▶ Evaluation of schools, parks and plazas



- ▶ Evaluation of the shopping centers, commercial strips and parking areas
- ▶ Evaluation of open and vacant properties
- ▶ Opportunities to promote positive evening activity
- ▶ Potential for public or private police services assigned to specific areas.



## **FIRE, MEDICAL AND HAZARDOUS MATERIALS PROTECTION**

The Contra Costa County Fire Protection District has jurisdiction over approximately 75% of the County excluding the City of Richmond, El Cerrito, Kensington, Pinole, Rodeo,, Hercules, Orinda, Moraga, Danville and the eastern most portion of the County.

The goal of the District is to meet the community's needs in terms of emergency response, but also in terms of public education. Ongoing activities which involve the District include the following:

- ▶ Fire prevention and site inspections of all new and remodeled work conducted in commercial and multi-family residential projects;
- ▶ Code enforcement inspections;
- ▶ Weed abatement and Hazard Mitigation (conducted annually)
- ▶ School programs targeting the elementary grade levels. Programs include career orientations, fire issues and fire safety;
- ▶ Other fire, burn and safety programs aimed at all ages within the community; and
- ▶ Fire investigation/arson unit which interfaces with the city police department.

The City of San Pablo is served by five fire stations and automatic-aid from Richmond, El Cerrito and Pinole. All emergency responses would come from the closest resources of those agencies involved in the automatic aid agreement noted above. The response time goal is to arrive at scene within 6 minutes 90 percent of the time. Certain emergency responses have different staff/equipment requirements. Typical medical emergencies require one engine company; rescues, one engine company, one rescue company, and one Battalion Chief; and first alarm fires, three engine companies, one truck company and one Battalion Chief (CCFPD, 1996).

Station No. 70 is located near the Civic Center on San Pablo Avenue nearest Van Ness Street, it contains a single engine and responds to approximately 200 service calls per month. The District uses the same shared dispatch as the Richmond Police Department, which is the same system used by the San Pablo Police Department.

The District has no current plans to relocate or expand the two stations in terms of size, engines, staff or equipment. It is the goal of the Fire District to have the capability to respond to 90% of the emergency calls within the City of San Pablo within 5 minutes.

All Fire District firefighters are EMT (emergency medical technician) certified. Ambulance service is provided by American Medical Response (AMR). AMR provides paramedics with advanced life support (ALS) services and EMTs with basic life support (BLS) services. There are three ALS units and three BLS units stationed in the San Pablo area with additional units roving in and around the City (CCFPD, 1996).

The City's Growth Management Element identifies the following fire protection performance standards:

- ▶ A fire station within 1.5 miles of all residential and non-residential development within the City;
- ▶ A five (5) minute response time; and
- ▶ Minimum roadway widths of 20 ft and inside turn-around diameter of 35 ft.

Current service levels and response times will remain the same, with special emphasis on emergency care service over the next five years. In order to better serve the community, one of the District's goals is to have personnel trained in advanced life support or paramedic services rather than the current EMT 1 training. All personnel, however, are trained in hazardous materials response.

## HAZARDOUS MATERIALS

San Pablo has relatively little heavy industry for a city in western Contra Costa County and, compared to neighboring communities, San Pablo generates relatively little hazardous waste (Contra Costa County *Hazardous Waste Management Plan*; existing San Pablo *General*

*Plan*). The largest industrial generators in Contra Costa County are situated in Richmond, Pittsburg, Antioch, Martinez, and Rodeo; none are in San Pablo.

Contra Costa County's goals, objectives, and policies for managing hazardous wastes and hazardous waste facilities are set forth in the *County Hazardous Waste Management Plan* (CHWMP). The *Plan* provides a comprehensive look at all aspects of hazardous waste management in the County, from generation through disposal.

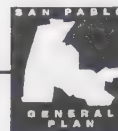
## Transport of Hazardous Waste and Hazardous Materials

Transport of hazardous waste and hazardous materials is regulated by federal and state agencies, primarily the California Highway Patrol and the California Department of Transportation. San Pablo has no City Ordinances that deal with the transport of hazardous materials. Truck routes in the City that may be used for the transport of hazardous materials include San Pablo Avenue, Giant Highway, and Rumrill Boulevard. Brookside Hospital is known to receive shipments of radioactive substances on a regular basis.

## Business Plans

Throughout Contra Costa County, Hazardous Materials Management Plans (Business Plans) must be prepared for the County by businesses that use or store hazardous materials. The County provides copies of Business Plans to the local fire department.

Business Plans are relevant to the management of hazardous materials because they include an emergency response plan with notification, mitigation and evacuation components, and provide for regular employee training. The county provides copies of Business Plans to the local fire department.



## Underground Storage Tanks

The Contra Costa County Health Services Department (HSD) issues permits for installation of underground storage tanks (USTs). For removal of underground storage tanks, both the county Health Services Department and the local Fire Department become involved. A closure plan for tank removal must be prepared by the applicant and submitted to the Health Services Department. Upon approval of the tank closure plan, the Department issues a permit for tank removal. Underground storage tanks would primarily be associated with service stations, but they may also be found in connection with hospitals, companies with a backup power supply, and older industrial uses.

## Pipelines

Several pipelines that carry petroleum products and natural gas traverse the City. These hazardous materials pipelines are operated in right-of-way maintained by Standard Oil, Southern Pacific, Unocal, and others.

Pipeline safety is regulated by the federal government for both inter- and intrastate pipelines under the Natural Gas Pipeline Safety Act of 1968 and the Hazardous Liquid Pipeline Safety Act of 1979. Federal safety regulations cover design, construction and operation of pipelines, pipeline testing and operator reporting requirements.

## Contaminated and Impaired Sites

The Hazardous Materials Division of the Health Services Department oversees cleanup of contaminated soil at sites in the County. Chapter 11 of the *County Hazardous Waste Management Plan* provides a list of seriously contaminated (i. e., California Superfund ) sites in the County. Of the 23 properties so identified, only one is in the City of San Pablo. The San Pablo Superfund site is American Standard Products at 3002 Giant Road, where the soil is

contaminated with heavy metals (Contra Costa County, 1989).

The California *Hazardous Wastes and Substances Sites List* includes 16 properties in San Pablo known to be environmentally impaired, mostly resulting from USTs that leaked or were abandoned (California Environmental Protection Agency, 1994). Properties listed by the state are shown in Table IV.G.1, *Environmentally Impaired Sites in the City of San Pablo*, as contained within the Draft General Plan Environmental Impact Report.

Of the properties referenced in Table IV.G.1 of the EIR, the East Bay Wash Rack site at 2812 Giant Road and the former service station parcel at 2025 23rd Street are identified as Opportunity Sites for business development in the City of San Pablo Economic Development Strategy Plan.

## Emergency Response

Contra Costa County operates its own local emergency response agency in the Office of Environmental Health, with one hazardous materials response unit located in Richmond. Environmental Health Emergency Response personnel are available to respond to a hazardous materials release around the clock, seven days a week. Personnel are able to advise fire or law enforcement agencies of human health and safety, as well as environmental requirements for mitigation and cleanup in the event of a release of hazardous materials.

## Household Hazardous Waste

Household hazardous wastes typically include paints, solvents, pesticides, used motor oil, and old car batteries, among other items. The City of San Pablo has a Household Hazardous Waste Element in its existing *General Plan*. The Household Hazardous Waste Element promotes proper collection, handling, and disposal of

hazardous waste generated by households. These activities currently are implemented by the Contra Costa County Health Services Department Household Hazardous Wastes Program.

## **GOAL 2.3**

### **FIRE, MEDICAL AND HAZARDOUS MATERIALS**

#### **TO PROACTIVELY ADVOCATE PUBLIC SAFETY SERVICES WHICH RESPOND TO THE EMERGENCY AND RESCUE NEEDS OF SAN PABLO RESIDENTS, EMPLOYEES AND VISITORS.**

This section addresses how various City departments can contribute to the overall safety of the people of San Pablo. While the Fire Department is most directly responsible for community safety, the Building Division, Public Works and Planning Division, Police Department and Health Department all contribute to ensuring community safety and reducing hazards.

#### **Policy PS 3.1:**

##### **Growth Management Service Levels**

Maintain fire department standards and levels of service as identified in the City's Growth Management Element.

#### **Policy PS 3.2:**

##### **Fire Department Relations**

The City will continue to support and work with public and safety services by the Fire Department. If there is a need to establish a more formal relationship with the department, the City shall designate a public safety liaison to work with Fire, Health Services and other county departments to develop programs to make San Pablo a safer community.

#### **Policy PS 3.3:**

##### **Fire Services Education**

Improve the availability of preventative fire safety information and services for the local population.

#### **Action PS 3.A:**

##### **Support Local Fire District Activities**

The appropriate City Department or Division will continue to work with the Fire District to maintain and expand (as necessary) local fire service activities. The following existing Fire District programs should be continued with the help of City coordination:

The Building Division will continue to work with the Fire District to conduct new construction plan checking and building inspections; will conduct reviews and coordination of new business inspections; will help coordinate and identify weed abatement and hazard mitigation activities; and public information of resources, education and seasonal prevention programs.

The Public Works and Planning Division will work with the Fire District in their review of site plans to review access requirements, hydrant locations, landscaping and other fire safety criteria.

The Police Department will work with the Fire District in helping to distribute fire safety information; a possible coordinated public safety education in school program.

#### **Action PS 3.B:**

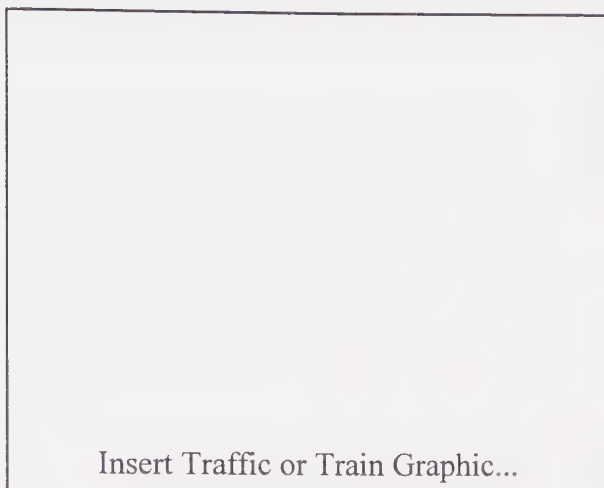
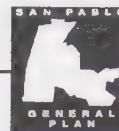
##### **Fire Department Service Review and Recommendations**

City Staff shall present a review of the Fire District Annual Report to the City Council and the Public to determine if there should be a modification or additional of types of services based on local population needs (ie. Volunteer Department).

#### **Action PS 3.C:**

##### **Local Resource Center**

The City shall provide space within the Public Safety Information and Resource Center described in Action XX for use by the Fire District to distribute information and to operate a community liaison if designated by the Fire District.



## NOISE

Ambient noise is the total noise associated with a given environment, and usually includes all sources, both near and far. Ambient noise is usually measured in A-weighted decibels (dBA).<sup>4</sup> Some representative noise sources and their corresponding noise levels are shown in **Figure 2.6**. Ambient noise levels typically change over time, and different types of noise descriptors are used to account for this variability. The typical noise descriptors used to describe noise levels averaged over time include the energy-equivalent noise level ( $L_{eq}$ ), the day-night average noise level ( $L_{dn}$ ), and the community noise equivalent level (CNEL).<sup>5</sup> Both

<sup>4</sup> A decibel (dB) is a logarithmic unit of sound energy intensity. Sound waves, traveling outward from a source, exert a sound pressure level (commonly called "sound level") measured in decibels. An A-weighted decibel (dBA) is a decibel corrected for the variation in frequency response of the typical human ear at commonly encountered noise levels.

<sup>5</sup>  $L_{eq}$ , the energy equivalent noise level, is the equivalent steady-state continuous noise level which, in a stated period of time, would contain the same acoustic energy as the time-varying sound level actually measured during the same period.  $L_{dn}$ , the day-night average noise level, is a calculated noise descriptor based on average hourly noise levels ( $L_{eq}$ ) over a 24-hour period. Noise between 10:00 p.m. and 7:00 a.m. is weighted by adding 10 dBA to take into

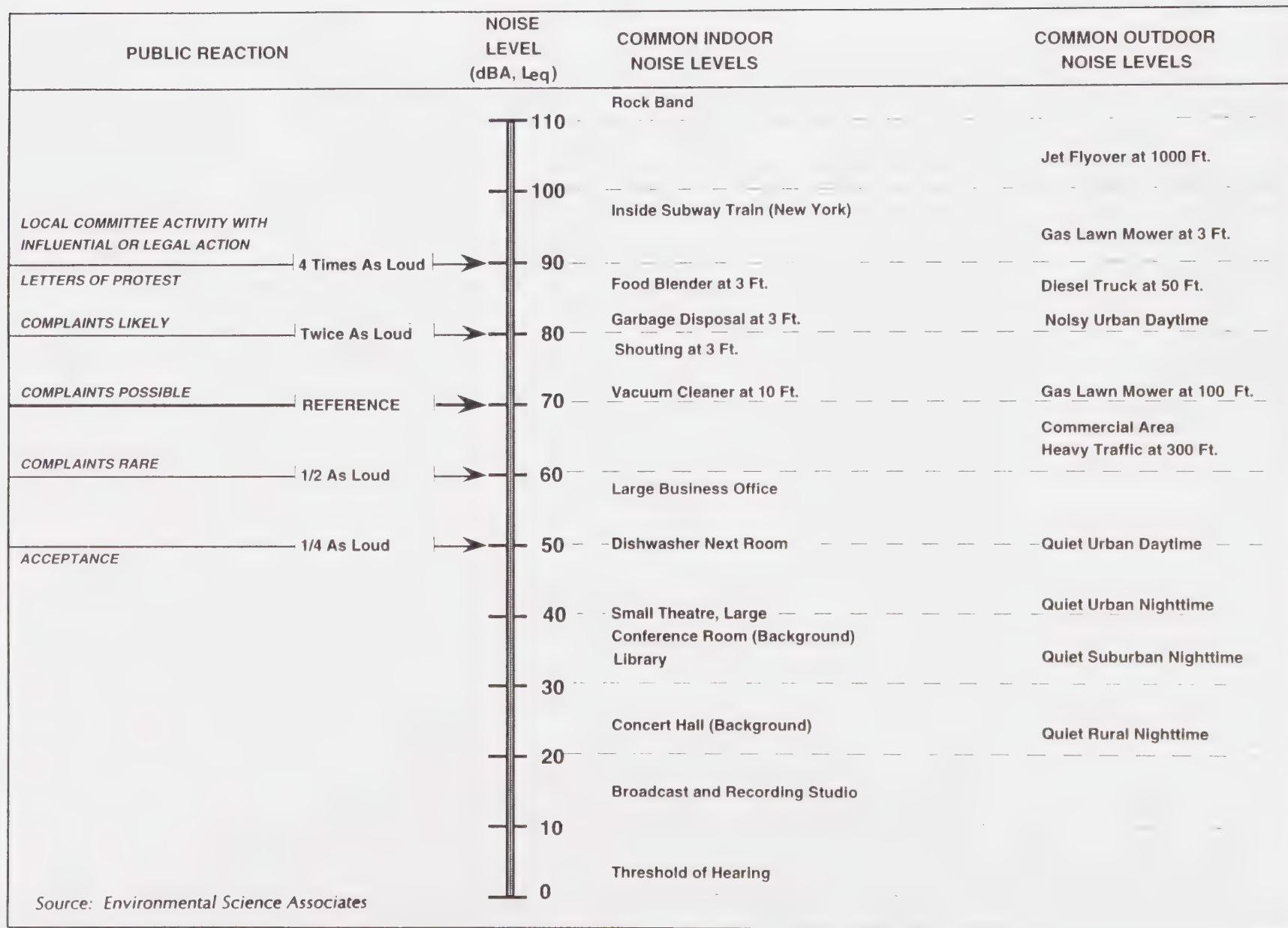
the  $L_{dn}$  and CNEL noise descriptors are commonly used in establishing noise exposure guidelines for specific land uses.

Noise levels are measured on a logarithmic scale, and therefore, are not added directly to each other. As an example, the sum of two noise sources of equal loudness is three dBA greater than the noise generated by just one of the noise sources (i.e., a noise source of 60 dBA plus another noise source of 60 dBA generates a composite noise level of 63 dBA). To apply this formula to a specific noise source, in areas where existing noise levels are dominated by traffic, a doubling in the volume of the traffic will increase ambient noise levels by three dBA. A three-dBA increase is the smallest change in noise level detectable by the average person. A noise level increase of ten dBA is perceived as being twice as loud.

The noise level experienced at a particular location (a "receptor") depends on the distance between the source and the receptor, presence or absence of noise barriers and other devices that help to block the noise path, and the amount of noise attenuation (lessening) provided by the intervening terrain. For motor vehicle traffic, noise decreases by about 3.0 to 4.5 dBA for every doubling of the distance from the roadway. Conversely, noise increases by approximately 3.0 to 4.5 dBA when the distance to the roadway is halved. For point or stationary noise sources, such as electric motors, a noise reduction of 6.0 to 7.5 dBA is experienced for each doubling of the distance from the noise source.

The amount of noise attenuation depends to a

account the greater annoyance of nighttime noise. CNEL, the community noise equivalent level, is similar to  $L_{dn}$ , but an additional five dBA "penalty" is added to evening noise (7:00 p.m. to 10:00 p.m.).  $L_{dn}$  and CNEL are considered equivalent for most planning purposes. All  $L_{eq}$ ,  $L_{dn}$ , and CNEL values reported herein reflect A-weighted decibels unless otherwise stated.



**Figure 2.6**  
Effects of Noise on People

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large extent on how good the land between the source and the receptor is at absorbing sound. Soft earth with plant cover provides a 4.5 dBA attenuation with every doubling of the distance; hard exposed surfaces provide a noise attenuation of only 3.0 dBA. Noise barriers or shielding devices that break the line of sight between the source and the receptor would generally provide a noise attenuation of about 5 to 10 dBA.

### EXISTING NOISE ENVIRONMENT

The City of San Pablo was included in the study area for the *Technical Report for the Update of the Noise Element of the Richmond General Plan*, which provided background data on noise that was used in the *Richmond General Plan Noise Element* (Engineering-Science, Inc., 1991). Transportation-related noise sources, primarily automobiles, buses, and trucks, contribute the most to ambient noise levels throughout San Pablo. Interstate 80 (I-80) and the heavily traveled thoroughfares Rumrill Boulevard, 23rd Street, San Pablo Avenue, and San Pablo Dam Road are the major roadways that contribute to ambient noise levels. The two railway lines along and west of the City boundary, the Atchison Topeka & Santa Fe (AT&SF) and, to a lesser degree, the Southern Pacific (SP), also contribute to ambient noise levels.

The existing San Pablo *General Plan* includes roadway and railroad noise contours in the Planning Area for 1974 and (forecast) 1995, as well as areas of the City designated as "excessive noise areas," where sound levels exceed 65 decibels (City of San Pablo, 1976). The excessive noise areas at that time included (among others) areas along I-80, San Pablo Avenue, 23rd Street, San Pablo Dam Road, and Rumrill Boulevard.

Table F-10 in the *Richmond General Plan Draft Technical Appendix* shows the short-term (15-minute) noise levels measured at 26 locations. (The measurements were taken in 1991.) The table shows that noise levels along major

roadways in the study area were above 65  $L_{eq}$ . The only noise measurement taken in San Pablo was on Tasco Court, at the northwestern City limit. The measured noise level at that location was 45  $L_{eq}$ . Noise measurement locations close to San Pablo included Hilltop Drive, San Pablo Avenue (at Garvin), and Solano Avenue. Noise levels at all of these locations were above 65  $L_{eq}$ . A sound level of 65 decibels is high enough to interfere with ordinary speech.

The noise levels measured along railway lines in the study area did not appear to include the noise from passing trains. Rail (diesel) locomotives typically generate a maximum noise level of approximately 88 dBA at a distance of about 50 feet from the tracks (USDOT, 1995).

The *Richmond General Plan Noise Element* includes noise contours for 1990 (reproduced herein as **Figure 2.7** and **Figure 2.8**). The highest roadway noise levels in San Pablo (70  $L_{dn}$  at 300 feet from the roadway) are along I-80. Similar to what was reported in the existing San Pablo *General Plan*, areas along 23rd Street, Rumrill Boulevard, San Pablo Avenue and San Pablo Dam Road are shown to have noise levels above 65  $L_{dn}$ . Noise contours plotted for the 1990 operations of the AT&SF and SP railroads (Figure IV.L.3) show that noise levels within about 300 feet of the tracks are about 70  $L_{dn}$ . Noise-sensitive land uses within about 600 feet of the tracks are exposed to noise levels of over 60  $L_{dn}$ .

The major stationary sources of noise in San Pablo, such as the industrial operations, are located in the western part of the City. In the southern portion of the industrial area, there appears to be sufficient buffering such that noise levels at the nearest noise-sensitive land uses (such as residences) are below recommended standards. In the northern portion, residences are closer to industrial uses and, as a result, some residences could experience high noise levels from industrial operations.



**Figure 2.8**  
 Day-Night Average Noise Level (Ldn)  
 Contours for Year 1990 Operation of the  
 S.P. and A.T & S.F. Railroads

Source: Environmental Science Associates

noise sensitive land uses near noise generators, and establishing construction codes to insulate homes and other noise sensitive land uses against surrounding noise levels.

**Policy PS 4.1:**

**Noise Considerations (General)**

Incorporate noise considerations into land use, development, site and building design pre-planning decisions.

**Policy PS 4.2:**

**Noise Attenuation Measures**

Support measures to reduce noise emissions by all sources including but not limited to motor vehicles and trains. The most efficient and effective means of controlling noise from transportation systems is reducing noise at the source.

**Policy PS 4.3:**

**Building Design**

Require site and building design to achieve noise compatibility to the extent feasible. Site and building design (setbacks, topography, orientation towards noise sources), construction materials (solid core doors, sound insulation, weather stripping and sealed windows), and external shielding (barriers and sound walls) can all reduce interior noise levels.

**Action PS 4.A:**

**Residential and Lodging Noise Mitigation**

Condition development in residential areas with an actual or projected exterior noise level of greater than 65 dB CNEL to reduce sound levels in those residential areas to less than or equal to an exterior level of 60 dB CNEL, or an interior level of less than or equal to 45 dB CNEL due to the combined effect of all exterior noise sources. The Uniform Building Code (specifically, the California Administrative Code, Title 24, Part 6, Division T25, Chapter 1, Subchapter 1, Article 4, Sections T25-28) requires that, "Interior community noise levels (CNEL) with windows closed, attributable to exterior sources, shall not exceed an annual CNEL or  $L_{dn}$  of 45 dB in any habitable room." The Code requires that this

standard be applied to all new hotels, motels, apartment houses, and dwellings other than single-family detached dwellings; this policy additionally applies the requirement to single-family detached dwellings. State law requires noise insulation of new multifamily dwellings constructed within the 60 dB CNEL noise exposure contours.

**Action PS 4.B:**

**Noise Mitigation**

Where noise mitigation measures are anticipated to be needed based on a review of a project in relation to Table 2.1 and Table 2.2, require that project applicants secure the services of a qualified acoustical engineer to perform a detailed technical study and to design mitigation measures.

**Action PS 4.C:**

**Noise Standards**

Noise created by proposed non-transportation noise sources shall be mitigated so as not to exceed the noise level standards of Table 2.1 as measured immediately within the property line of land uses designated in Table 2.1.

Where proposed non-residential land uses are likely to produce noise levels exceeding the performance standards of Table 2.1 at existing or planned uses shown in Table 2.1, an acoustical analysis shall be required as part of the environmental review process so that noise mitigation may be included in the project design.

**Action PS 4.D:**

**Noise Standards for Land Use Development**

New development of land uses contained in Table 2.3 will not be permitted in areas exposed to existing or projected levels of noise from transportation noise sources which exceed the levels specified in Table 2.3, unless the project design includes effective mitigation measures to reduce noise in outdoor activity areas and interior spaces to the levels specified in Table 2.4.

Where the land uses contained in Table 2.3 are



proposed in areas exposed to existing or projected exterior noise levels exceeding the levels specified in Table 2.3, an acoustical analysis shall be required and appropriate mitigation shall be included in the project design.

#### **Action PS 4.E:**

##### **Transportation Projects**

Noise created by new transportation noise sources, including roadway improvement projects, shall be mitigated so as not to exceed the levels specified in Table 2.3 at outdoor activity areas or interior spaces of the existing uses specified in Table 2.3.

#### **Action PS 4.F:**

##### **Community Noise Ordinance**

Review and update an appropriate and consistent Community Noise Ordinance to control noise impacts, to ensure that residents are not exposed to excessive noise levels from stationary and mobile sources, and to educate the public regarding noise issues.

A Community Noise Ordinance can establish noise limits, typical of a quiet residential area, that cannot be exceeded at the property line of the noise-creating use. The types of noise sources to be controlled include amplified sound, street sales, animals, construction and demolition, vibration, powered model vehicles, emergency signaling devices, power tools, air conditioning, and vehicles on private property. The Ordinance can apply to both permanent and temporary noise sources, and standards can adjust to reflect increased sensitivity to noise during evening and night hours.

#### **Action PS 4.G:**

##### **Construction Noise Limitations**

Limit hours for all construction or demolition work where site-related noise is audible at sensitive land uses beyond the site boundary; specify permitted construction and or demolition hours in the Community Noise Ordinance. Typically, projects are conditioned upon a

guarantee of no work between 9 p.m. and 7 a.m.

#### **Action PS 4.H:**

##### **Noise Barriers**

Where necessary, use noise barriers to attenuate noise to acceptable levels; require (where feasible) that barriers are landscaped to reduce negative visual impacts on the community.

#### **Action PS 4.I:**

##### **Noise Emissions Enforcement**

Assist in enforcing compliance with noise emissions standards for all types of vehicles, established by the California Vehicle Code and by federal regulations, through coordination with the San Pablo Police Department, and the California Highway Patrol.

#### **Action PS 4.J:**

##### **Truck Routes**

Maintain day and nighttime truck routes that minimize the number of residents exposed to truck noise.

#### **Action PS 4.K:**

##### **CEQA Determination Thresholds**

In making a determination of significant impact pursuant to the California Environmental Quality Act (CEQA), the following thresholds shall be used:

- ▶ The significance of noise impacts may be determined by comparison of overall noise levels (including contributions from the project) to applicable federal, state or local noise level standards, and by the expected change in ambient noise levels which will occur as a result of the project.
- ▶ The overall noise level may be considered significant if the project results in noise levels which exceed the noise standards in Tables 2.1 or 2.3 by 0.5 dB or more.
- ▶ An increase of at least 3 dB is usually

required before most people will perceive a change in noise levels, and an increase of 5 dB is required before the change will be clearly noticeable. Typically, a minimally perceptible increase of 3 dB represents a significant increase in short-term ambient noise levels.

**TABLE 2.1**  
**NOISE LEVEL PERFORMANCE STANDARDS FOR NEW PROJECTS**  
**AFFECTED BY OR INCLUDING NON-TRANSPORTATION SOURCES**

Land Use	Noise Level Descriptor	Exterior Noise Levels		Interior Noise Levels	
		Daytime (7 am to 10 pm)	Nighttime (10 pm to 7 am)	Daytime (7 am to 10 pm)	Nighttime (10 pm to 7 am)
Residential	Hourly $L_{eq}$ , dBA	50	45	45	35
	Maximum Level, dBA	70	65	—	—
Transient Lodging	Hourly $L_{eq}$ , dBA	—	—	45	35
Hospitals, Nursing Homes	Hourly $L_{eq}$ , dBA	—	—	45	35
Theaters, Auditoriums, Music Halls	Hourly $L_{eq}$ , dBA	—	—	35	35
Churches, Meeting Halls	Hourly $L_{eq}$ , dBA	—	—	40	40
Office Buildings	Hourly $L_{eq}$ , dBA	—	—	45	45
Schools, Libraries, Museums	Hourly $L_{eq}$ , dBA	—	—	45	45
Each of the noise levels specified above shall be lowered by five dB for simple tone noises, noises consisting primarily of speech or music, or for recurring impulsive noises. These noise level standards do not apply to residential units established in conjunction with industrial or commercial uses (e.g., caretaker dwellings).					

Note: For the purposes of the Noise Element, transportation noise sources are defined as traffic on public roadways, railroad line operations and aircraft in flight. Non-transportation noise sources may include industrial operations, outdoor recreation facilities, HVAC units, loading docks, construction equipment, etc. Refer to the Noise Element technical background document for further examples.



**TABLE 2.2**  
**REQUIREMENTS FOR AN ACOUSTICAL ANALYSIS**

An acoustical analysis prepared pursuant to the Noise Element shall:	
A.	Be the financial responsibility of the applicant.
B.	Be prepared by a qualified person experienced in the fields of environmental noise assessment and architectural acoustics.
C.	Include representative noise level measurements with sufficient sampling periods and locations to adequately describe local conditions and the predominant noise sources.
D.	Estimate existing and projected cumulative (20 years) noise levels in terms of the metrics used in Table 9-I, and compare those values to the adopted policies of the Noise Element.
E.	Recommend appropriate mitigation to achieve compliance with the adopted policies and standards of the Noise Element, giving preference to proper site planning and design over mitigation measures which require the construction of noise barriers or structural modifications to buildings which may be considered to contain noise-sensitive land uses. Where the noise source in question consists of intermittent single events, the report must address the effects of maximum noise levels in sleeping rooms in terms of possible sleep disturbance.
F.	Estimate noise exposure after the prescribed mitigation measures have been implemented.
G.	Describe a post-project assessment program which could be used to evaluate the effectiveness of the proposed mitigation measures.

**TABLE 2.3**  
**MAXIMUM ALLOWABLE NOISE EXPOSURE, TRANSPORTATION NOISE SOURCES**

Land Use	Outdoor Activity Areas <sup>1</sup> L <sub>dn</sub> /CNEL, dB	Interior Spaces	
		L <sub>dn</sub> /CNEL, dB	L <sub>eq</sub> , dB <sup>2</sup>
Residential	60 <sup>3</sup>	45	—
Transient Lodging	60 <sup>3</sup>	45	—
Hospitals, Nursing Homes	60 <sup>3</sup>	45	—
Theaters, Auditoriums, Music Halls	—	—	35
Churches, Meeting Halls	60 <sup>3</sup>	—	40
Office Buildings	—	—	45
Schools, Libraries, Museums	—	—	45
Playgrounds, Neighborhood Parks	70	—	—

<sup>1</sup> Where the location of outdoor activity areas is unknown, the exterior noise level standard shall be applied to the property line of the receiving land use.

<sup>2</sup> As determined for a typical worst-case hour during periods of use.

<sup>3</sup> Where it is not possible to reduce noise in outdoor activity areas to 60 dB L<sub>dn</sub>/CNEL or less using a practical application of the best-available noise reduction measures, an exterior noise level of up to 65 dB L<sub>dn</sub>/CNEL may be allowed, provided that practical exterior noise level reduction measures have been implemented and that interior noise levels are in compliance with this table.

**TABLE 2.4**  
**SIGNIFICANCE OF CHANGES IN CUMULATIVE NOISE EXPOSURE**

Ambient Noise Level Without Project (L <sub>dn</sub> or CNEL)	Significant Impact
< 60 dB	+ 5.0 dB or more
60-65 dB	+ 3.0 dB or more
> 65 dB	+ 1.5 dB or more
Source: Federal Interagency Committee on Noise (FICON)	

# Circulation and Public Facilities and Services



- 
- ☐ Introduction
  - ☐ Local and Regional Circulation
  - ☐ Human Services and Facilities
  - ☐ Infrastructure Systems
  - ☐ Park and Recreation Facilities



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## INTRODUCTION

### BACKGROUND

The Circulation and Public Facilities Element provides a framework to guide transportation and infrastructure related decision making over the next 20 years, and to serve as a reference point for agreement between the City (and the adopted City of San Pablo Growth Management Element) and regionally-oriented policies. Included in this combined Element are policies to enhance the efficiency of the existing circulation system, and corresponding "hard" infrastructure improvements, and implementing actions related to ensuring that improvements occur with future development and redevelopment activity. Other policies and implementing actions related to trails, services (police and fire), and flood control facilities are contained in the Environmental Resource Management and the Public Safety and Services Elements.

From a framework standpoint, the intent of the Circulation portion of this Element is to advocate for local and regional transportation enhancements, and to implement the standards identified in the City's approved Growth Management Element. More directly, this Element:

- ▶ Identifies the City's present and future transportation needs (internal and regional vehicular circulation;

- ▶ Describes potential improvements to existing circulation system;
- ▶ Advocates for inclusion in future regional transportation solutions;
- ▶ Considers pedestrian and mass transit alternatives for city-wide and district mobility;
- ▶ Establishes policies which coordinate the circulation system with planned future land uses and provide direction for future decision-making; and
- ▶ Develops implementation strategies to provide for the timely implementation of the Circulation Element's recommendations.

Corresponding with the Circulation provisions, this Element sets forth policies and implementing actions that relate to the establishment and coordination of backbone infrastructure and public facilities within the City. As an expression of policy and community awareness, the Public Facilities component Element considers the following:

- ▶ Parks, recreation and open space including existing and future facilities, coordination with other regional recreational plans and advocates for the expansion of bicycle paths and lanes and Multi-Use recreational trails;
- ▶ Coordinated use of educational resources including facility locations and resources, as well as the expanded use of school play areas;
- ▶ Identification of all service providers and related capacities for water, wastewater, flood control, utilities and telecommunications improvements.
- ▶ Recognition of human and social service facilities including child care, medical, arts and cultural facilities, libraries and seniors oriented facilities.

## ELEMENT ORGANIZATION

This element establishes San Pablo's overall goals, policies and implementing actions related to the city-wide circulation system and the provision of adequate public services. Specific circulation components discussed include:

- ◆ City Roadway and Network
- ◆ Bicycle Lanes
- ◆ Transit Service and Facilities
- ◆ Existing Traffic Operations
- ◆ Measure "C"
- ◆ Level of Service Standards
- ◆ Transportation Demand Management (TDM)

In addition, this Element discusses the following public services and facilities::

- ◆ Parks Facilities
- ◆ Public School Facilities
- ◆ Human Services and Facilities
- ◆ Solid Waste Facilities and Collection Services
- ◆ Sanitary Sewer Facilities
- ◆ Water Facilities and Services
- ◆ Telephone and Communication Service Providers

## CONSISTENCY WITH STATE PLANNING LAW

The Circulation Public Facilities Element, in concert with the Land Use, and related Elements, establishes provisions for the coordination of public facilities necessary to meet the future needs of the community. Pursuant to Government Code Section 65302(b), a general plan is required to include:

"A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and facilities, all correlated with the land use element of the plan."

Corresponding with the above, a Public Facilities

element (now combined with Circulation) is among those elements recommended by the state to be included as optional elements within a General Plan (Government Code Section 65303).

In concert with the provisions of this element, included is a detailed discussion regarding several proposed multi-use recreational trails as an intricate component of the community's public facilities. Additionally, Public Resources Code Section 5076 requires that the consideration of local trails be included within the General Plan. Specifically, the legislative intent is as follows:

"In developing the Environmental Resource Management (open-space) element of a general plan as specified in subdivision (e) of Section 65302 of the Government Code, every city and county shall consider demands for trail-oriented recreational use and shall consider such demands in developing specific open-space programs. Further, every city, county, and district shall consider the feasibility of integrating its trail routes with appropriate segments of the state system."

While the provisions of this element are more specific to the development and enhancement of parks, recreational opportunities and trails, they are intended to be used in conjunction with the resources identified in this General Plan. In this regard, a more comprehensive discussion of the preservation of open space and the conservation of natural resources is included within the Environmental Resource Management Element, as well as the relationship of trails to overall community circulation contained in the Circulation Element.

This element has been prepared consistent with all pertinent planning laws and the City's approved Growth Management Element.

## CROSS-REFERENCE TO OTHER ELEMENTS



As noted previously, the City adopted a Growth Management Element in 1992 in response to the establishment of a Growth Management Program resulting from the County-wide approval of Measure C. Measure C was approved in 1988 and provides for the use of a 1/2 cent sales tax for transportation related improvements through the year 2008. The overall purpose of the Program is to establish a cooperative process for managing growth throughout the County, while maintaining local authority over land use decisions and setting forth performance standards for transportation and related public facilities.

The Growth Management Program is administered by the Contra Costa Transportation Authority (CCTA), and implemented by each local government. In this regard, each city within the County must comply with six general requirements to receive funds for transportation improvements from CCTA:

- ▶ Adopt a Growth Management Element as part of its General Plan that establishes both level of service standards and performance standards for other public facilities.
- ▶ Adopt a development mitigation program that ensures that new development will pay its fair share of the costs of additional facilities needed to support it.
- ▶ Participate in cooperative planning with other jurisdictions in the County.
- ▶ Develop a five-year capital improvement program to meet or maintain adopted traffic service and performance standards.
- ▶ Adopt a transportation demand ordinance that complies with the direction of the Authority.
- ▶ Address the balance of jobs and housing within the jurisdiction.

addresses all of the above criteria, and identifies two primary roadway categories. These include Routes of Regional Significance and Basic Routes. Routes of Regional Significance include the following major roadways:

- ◆ Interstate 80
- ◆ El Portal Drive
- ◆ Rumrill Boulevard
- ◆ San Pablo Avenue
- ◆ San Pablo Dam Road
- ◆ 23rd Street

Basic Routes are all of the other roadways within the City including collectors and local streets.

With respect to the Routes of Regional Significance, the CCTA through the West Contra Costa Transportation Advisory Committee (WCCTAC) has established a West County Subregional computer traffic model which evaluates the level of service and potential improvements on these roadways. This model is updated every two years through the West County Action Plan as part of the County-wide Comprehensive Transportation Plan. Correspondingly, the overall Action Plan is expected to be updated in December 1996, and thereafter every four years.

San Pablo participates in the above noted update process through the provisions of the Growth Management Element and the corresponding annual checklist. The City's Growth Management Element will be updated in conjunction with the schedule for the West County Action Plan.

Based upon the provisions of the Growth Management Element, the General Plan Circulation and Public Facilities Element incorporates the service level standards, policies and performance standards by reference.

The City's Growth Management Element

## LOCAL AND REGIONAL CIRCULATION

### ROADWAY NETWORK

The goal of the City's Circulation system is to provide an efficient and safe transportation system for all segments of the community. The City's roadway network is essentially complete, and any new roadways would be those providing access to and within new real estate development or redevelopment sites. This section describes the roadway network within San Pablo and its key attributes. Table 3.1 lists the key freeway, arterial, and collector links. Figure 3.1 shows the roadway network and Routes of Regional Significance.

#### Freeways

Regional access to San Pablo is provided by Interstate 80 (I-80). I-80 is generally an east-west freeway that runs on a north-south alignment through eastern San Pablo with six lanes, although Caltrans is constructing new HOV lanes in each direction at this writing. I-80 provides access to San Francisco via the Bay Bridge to the southwest, and to Fairfield, Sacramento, and points beyond to the northeast (see **Figure 3.1**). Though not located within San Pablo's boundaries, I-580 provides regional access to Marin County via the Richmond-San Rafael Bridge, and to eastern Alameda and San Joaquin Counties.

I-80 is a designated "Route of Regional Significance" within the Measure "C" County Congestion Management Roadway Network (there is a discussion of Measure "C" later in this section). The function of such roadways transcend the physical and functional boundaries of regions, i.e., they accommodate a significant level of regional and inter-regional traffic. (CCTA Congestion Management Program).

for the City to tie in these designated routes, and expand the west county bicycle system.

### Local Roadways

Roadways within the City's circulation system can be classified using the following three categories:

Major Arterials and Parkways - typically provide connections to the freeway network, and/or facilitate rapid movement through the City. While generally four lanes wide, they range from two lanes to six lanes plus turn lanes through San Pablo. Some key arterial roadways in San Pablo are designated "Routes of Regional Significance" by Measure "C" and the City's adopted Growth Management Element because they carry significant levels of housing-to-job traffic, and intra-county trips. Table 3.1 identifies facilities that the City classifies as arterial roadways, and indicates whether they are classified as Routes of Regional Significance. Parkways such as San Pablo Avenue and Rumrill have landscaped medians but less frequent availability of turn lanes at intersections, as compared to arterials.

Collector Streets - collect traffic from / distribute to local residential streets, and connect the residential streets to the arterial roadways. Most are two lanes wide. These and other local streets are considered "Basic Routes" in the City's adopted Growth Management Element.

Local Streets - provide access to / from residential land uses and consist mostly of small residential streets. They provide access within neighborhoods and feed into / off of collector streets.

#### Bicycle Lanes

The City currently has no Bicycle Circulation Plan. The only demarcated bicycle facilities are the striped, Class 2 lanes along San Pablo Avenue between 23rd Street and San Pablo Dam Road. However, the City of Richmond has a bicycle component to its circulation system, as does Contra Costa County. Opportunities exist



**TABLE 3.1**  
**CITY OF SAN PABLO ROADWAYS BY CLASSIFICATION**

Facility Classification and Segment	Route of Regional Significance
-------------------------------------	--------------------------------

Freeways

I-80 - Citywide	X
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Arterial Roadways and Parkways

San Pablo Avenue - Citywide	X
San Pablo Dam Road - Citywide	X
El Portal Drive - San Pablo Ave. to San Pablo Dam Road	X
23rd Street - San Pablo Ave to Costa Avenue	X
Rumrill Boulevard - San Pablo Ave to Costa Avenue	X
Giant Road - Road 20 to Minor Avenue	
Market Avenue/Church Lane - Rumrill Blvd. to Road 20	

Collector Streets

Vale Road/29th St. - San Pablo Avenue to Rheem Avenue  
 Road 20 - Rumrill Boulevard to El Portal Drive  
 Brookside Drive - Rumrill Boulevard to 23rd Street  
 Dover Avenue - 23rd Street to 13th Street  
 17th Street/Emeric Ave. - 23rd Street to 13th Street  
 Broadway - Rumrill Bouevard to 11th Street  
 11th Street - Broadway to Stanton Avenue  
 Rivers Street - San Pablo Avenue to Broadway  
 Stanton Avenue - Giant Road to San Pablo Avenue  
 Amador Street - San Pablo Dam Road to McBryde Avenue  
 Hillcrest Road - Alpine to City limit  
 Alpine Road - Amador to Hillcrest  
 Morrow Drive - Hillcrest to San Pablo Dam Road

SOURCE: City of San Pablo



**Figure 3.1**  
Local Roadway Network and  
Routes of Regional Significance

Source: Environmental Science Associates

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## Transit Service and Facilities

AC Transit: AC Transit provides inter-regional and local bus service to and within the City of San Pablo. Service within the City increased with implementation of AC Transit's Comprehensive Service Plan (CSP) in the early 1990's. The CSP created a network utilizing Transit Centers and Timed Transfer Points, where several routes would converge. This gave riders more accessibility to a larger number of routes and reduced average travel time by making travel less circuitous for most riders. As a result of the CSP, a Transit Center featuring timed-transfers between seven routes was established at Contra Costa College off of Campus Drive. Table 3.2 lists these and other lines serving San Pablo, and includes their key destinations and route patterns. (AC Transit). **Figure 3.2** shows transit routes serving the City.

AC Transit has studied the possibility of introducing Light Rail Transit (LRT) service along San Pablo Avenue. However, there is no firm timeframe for this project and full funding is not available at this time.

BART: One of the bus routes shown in Table 3.2 is operated by BART Express. This and several AC Transit lines provide service to the BART stations in downtown Richmond, El Cerrito Del Norte, and El Cerrito Plaza. The downtown Richmond station is closest to San Pablo, located two miles to the south via 23rd Street. Trains from Richmond and El Cerrito provide direct service to Berkeley, Oakland, San Francisco, and Fremont.

BART has long range plans to extend its Richmond Line to Crockett and possibly Vallejo. However, there is no firm timeframe for this project and full funding is not available at this time. (Bay Area Rapid Transit).

Paratransit Services: The City currently sponsors public transportation for the elderly and disabled. Federal and County (Measure C) funding currently supports this program. In 1997, federal funding (Transportation

Development Act 4.5 related American with Disabilities Act funds) will be transferred to AC Transit for their use in providing disabled persons public transit. Service for ambulatory seniors past the year 1997 is dependent on available County funds at that time.

Inter-City Rail: Amtrak provides inter-city train service from the downtown Richmond/BART Station to several points in the Bay Area, California, and out-of-state. "Capital" service to San Jose and Sacramento was inaugurated in 1992. "San Joaquin" service is provided to Central Valley points between Stockton and Bakersfield. East-west interstate train service is available to points between Reno/Tahoe and Chicago. North-south interstate train service is available on the coastal route to points between Los Angeles and Seattle.

## Existing Traffic Operations

Intersection operations were evaluated using the concept of level of service (LOS), which relates traffic demand to intersection capacity in terms of a volume-to-capacity (v/c) ratio. Six levels of service have been established, ranging from LOS A (excellent or free flow conditions) to LOS F (jammed conditions). A more detailed description of each level of service and its relationship to the v/c ratio is presented in Table IV.B.3 of the General Plan Draft Environmental Impact Report.

The Contra Costa Transportation Authority has adopted the Critical Lane Volume Planning Method described in *Transportation Research Circular 212* to evaluate signalized intersection levels of service (Transportation Research Board). Intersection levels of service using the critical lane concept are based on the volume of conflicting traffic (generally through movements versus opposing left turns) at the intersection during the peak hour of travel demand. The level of service calculation procedures adopted by the County Transportation Authority are identical to the



Source: Environmental Science Associates

**Figure 3.2**  
Intersections Analyzed:  
Existing Traffic Operations

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**TABLE 3.2**  
**TRANSIT ROUTES**

<u>Route #</u>	<u>Route Type</u>	<u>Points Served</u>
69	Local	C.C. College to El Sobrante via San Pablo Dam Road
70	Local	To El Sobrante via San Pablo Dam Road and Appian Way; to El Cerrito Del Norte BART via San Pablo Avenue
71	Local	C.C. College to Hilltop Shopping Center, El Sobrante via Hilltop Manor, Appian Way, San Pablo Dam Road; to Richmond BART via 13th Street; El Cerrito Del Norte BART via Carlson/Potrero
72	Local / Regional	C.C. College to Hilltop Mall via Miller Road; to El Cerrito Del Norte BART, Berkeley, and Oakland via San Pablo Avenue
74	Local / Regional	C.C. College to Hilltop Mall via El Portal and Moyers Rd.; to El Sobrante, Pinole, Rodeo, and Crockett via San Pablo Road; to Richmond BART/Amtrak via 13th Street
76	Local	C.C. College to Richmond BART via Market Street and 7th Street; Marina Bay via Regatta Blvd; El Cerrito Plaza BART via I-580 and Central Ave.
78	Local	C.C. College to Point Pinole Regional Park and W. County Justice Center via Broadway and Giant Hwy; to Richmond BART via San Pablo Ave., Vale, Rheem, and 19th Street
LA	Commuter / Transbay	El Sobrante via Moyers Rd, Hilltop, Appian Way (p.m.); to El Cerrito Del Norte BART via Church Lane, San Pablo Avenue; to San Francisco Via I-80 (a.m.)
LC	Commuter / Transbay	C.C. College to El Sobrante via San Pablo Dam Road (p.m.) and Valley View; to El Cerrito Del Norte BART via San Pablo Avenue; to San Francisco Via I-80 (a.m.)
30Z	BART Express Bus	To Hilltop Mall via R.H. Miller and to Martinez via I-80; to Richmond BART via 23rd Street

SOURCE: AC Transit, 1994



Source: Environmental Science Associates

**Figure 3.3**  
Transit Routes

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*Circular 212* procedures except that intersection capacity has been increased to 1,800 vehicles per hour of "green" signal time per lane, from 1,500 vehicles per hour of green per lane to account for local driving conditions. (Contra Costa Transportation Authority "b").

Existing intersection levels of service at 10 major signalized intersections in the City of San Pablo are summarized in Table IV.B.4, *Existing AM & PM Peak-Hour Intersection Levels of Service*, contained within the Draft General Plan Environmental Impact Report; the intersections analyzed are shown in **Figure 3.3**. (Dowling Associates) These levels of service are based on intersection volumes collected from 1990 to 1992 by Caltrans, local jurisdictions and the West Contra Costa Transportation Advisory Committee (WCCTAC), and consolidated by the WCCTAC.

As shown in Table IV.B.4, traffic operations at the signalized intersections in San Pablo are relatively good, with most intersections currently operating at LOS C or better. Congested conditions (LOS E or F operations) currently occur at I-80 ramp intersections with San Pablo Dam Road during the a.m. or p.m. peak hours. In addition, the San Pablo Avenue / 23rd Street - Road 20 intersection currently operates at LOS F during the p.m. peak hour, and the nearby intersection of I-80 westbound off-ramp at El Portal Drive (just outside the City limit) operates at LOS D/E during the a.m. peak hour.

Traffic conditions on these and other nearby roadways are variable, and are influenced by traffic operating conditions on I-80. When I-80 operates well, traffic conditions on the local street system are relatively good, including other Routes of Regional Significance. However, when I-80 is congested for sustained periods, traffic congestion increases on San Pablo and other West County streets, particularly on San Pablo Avenue. Motorists tend to use local streets to avoid freeway

congestion. The existing levels of service presented in this report represent conditions for the day the intersections were surveyed and though conditions vary, their use is valid for planning purposes.

### Measure "C"

In November 1988, the voters of Contra Costa County approved Measure "C" (Contra Costa County Transportation Improvement and Growth Management Program). This measure established a 0.5 percent sales tax, and dedicated the tax proceeds to transportation improvements in Contra Costa County (including its cities). These revenues are subsequently returned to participating cities (i.e., "return-to-source" funds) based on a formula which reflects variables such as population and street/highway mileage.

Measure "C" is administered by a committee comprised of elected officials from various jurisdictions throughout the County. This organization, the Contra Costa Transportation Authority (CCTA), determined that to facilitate efficient inter-governmental relations, Measure "C" transportation issues should be addressed by committees representing sub-regional areas of the County. The West Contra Costa Transportation Advisory Committee (WCCTAC) addresses these issues for the western part of the County, including San Pablo.

Measure "C" requires that jurisdictions participating in the return-to-source program take several actions, including the following transportation-related actions (CCTA "c"):

- ▶ Adopt a Growth Management Element for their General Plans;
- ▶ Adopt Traffic Level of Service Standards;
- ▶ Participate in their respective sub-regional committees;
- ▶ Participate in the development of an Action Plan by their respective sub-



regional committees to address traffic operations on routes with regional significance;

- ▶ Adopt a Development Mitigation Program;
- ▶ Develop a five-year Capital Improvement Program to meet and/or maintain Traffic Service and Performance Standards; and
- ▶ Adopt a Transportation Demand Management Ordinance.

Consequently, these requirements have had an enormous influence on transportation-planning in West County and in the City of San Pablo. To comply with Measure "C", the City incorporated a Growth Management Element into its General Plan in 1992. It sets circulation-related policies and traffic level of service and performance standards.

State Proposition 111 requires each urban county in California to prepare a Congestion Management Program (CMP). The CCTA has been designated by the County as the Congestion Management Agency (CMA) for the County. The required components of the CMP are very similar to the components of the Growth Management Program, and the CCTA coordinates implementation of both programs to simplify implementation and to develop a unified set of policies.

#### LEVEL OF SERVICE STANDARDS

In accordance with Measure "C" requirements, the City's adopted Growth Management Element states that the City will adopt level of service (LOS) standards consistent with Measure "C" standards.

#### Basic Routes

All roads in the City of San Pablo not designated as Routes of Regional Significance

(see below) are considered Basic Routes. Measure "C" standards for Basic Routes vary by land use type. All signalized intersections on Basic Routes are subject to the level of service standards shown in Appendix A of the Draft General Plan Environmental Impact Report.

Most of the City is classified as "urban" except for the area in or near the St. Joseph's Cemetery bounded by I-80, Church Lane, and San Pablo Avenue. These areas are described on pages 17 and 18 and shown on page 5A of the Growth Management Element. The LOS standard for signalized intersections on Basic Routes in urban areas is LOS D (v/c 0.90); the standard for suburban intersection locations is LOS D (v/c 0.85).

Routes of Regional Significance. The City of San Pablo is somewhat unique in that all signalized intersections within the City boundaries are on designated Routes of Regional Significance. Performance standards on Routes of Regional Significance are the responsibility of several jurisdictions because of the high percentage of inter-jurisdictional through-traffic using them. For example, through-traffic accounts for about 50 percent of peak hour traffic and results from trips originating outside of the West County area. Hence, CCTA developed performance standards in consultation with other responsible jurisdictions for specific transportation facilities.

The I-80 Corridor Analysis evaluated alternative strategies to maximize corridor capacity, minimize vehicular demand, and optimize operating characteristics. CCTA also prepared an Action Plan for the Routes of Regional Significance for the West County Area. That document describes measures that can be used to meet the proposed Traffic Service Objective (TSO) for each Route. TSOs include measures of effectiveness that gauge the extent to which TSOs are met, and include LOS, travel time, auto occupancy, transit utilization, or other measures.

The proposed TSOs and standards for each Route are described in the West County Action

Plan and are summarized in Appendix A for all Routes in San Pablo. The Action Plan contains proposed actions and corresponding jurisdictional responsibilities for their implementation and/or monitoring.

A comparison of the existing peak hour levels of service at intersections in San Pablo (Table IV.B.4) with the Traffic Service Objectives and standards shows that the San Pablo Avenue/23rd Street/Road 20 intersection does not meet the Traffic Service Objectives for San Pablo Avenue or 23rd Street, and the I-80 westbound off ramp at El Portal Drive (just outside the City limit) marginally meets the Traffic Service Objective for El Portal Drive.

### Transportation Demand Management (TDM)

The West Contra Costa County Action Plan endorses efforts among its constituent jurisdictions to support the WCCTAC Transportation Demand Management Program. These would include the list of actions shown in Appendix A of the General Plan Environmental Impact Report. In addition, Regulation 13 of the Bay Area Air Quality Management District (BAAQMD) requires that employers with over 100 on-site employees conduct specific actions to meet goals set by the District for commute vehicle occupancy (number of riders per vehicle) by 1999. (BAAQMD) For employers that have not met vehicle occupancy goals, BAAQMD requires that they conduct annual commute surveys, appoint a rideshare or TDM coordinator, provide commute alternative information, and adopt/implement a comprehensive plan which shows a good-faith effort toward meeting the vehicle-occupancy goals.

Insert Graphic...

### GOAL 3.1

TO PROMOTE AND MAINTAIN, THROUGH THE ANNUAL DEDICATION OF RESOURCES AND ESTABLISHMENT OF PRIORITIES, AN EFFICIENT COMMUNITY-WIDE CIRCULATION SYSTEM WITH A PRIMARY FOCUS ON THE FOLLOWING:

- ▶ CONSISTENCY WITH THE PROVISIONS OF THE APPROVED 1992 GROWTH MANAGEMENT ELEMENT FOR REGIONAL AND LOCAL TRANSPORTATION CONSIDERATIONS;
- ▶ IMPROVEMENT OF LOCAL CIRCULATION ON A DISTRICT BY DISTRICT BASIS (AS ESTABLISHED THROUGH THE LAND USE PLAN) IN ORDER TO ENHANCE THE OVERALL CIRCULATION WITHIN THE CITY;
- ▶ EXPAND THE MOBILITY OPTIONS FOR RESIDENTS INCLUDING PEDESTRIAN ENHANCEMENTS, BICYCLE PATHS, BUS SYSTEMS, MULTI-MODAL FACILITIES AND OTHER FORMS OF MASS TRANSIT;
- ▶ ADVOCATE FOR THE EXPANSION OF THE BAY AREA RAPID TRANSIT (BART) SYSTEM WITH THE DEFINED PURPOSE OF PROMOTING SAN PABLO AS A STATION LOCATION; AND
- ▶ CONTINUE TO EDUCATE RESIDENTS AND BUSINESSES REGARDING TRANSPORTATION OPTIONS WITHIN THE CITY AND



## REGIONAL CIRCULATION

The following policies and actions support the City's approved Growth Management Element, which is hereby incorporated by reference. Policies and actions within this section support regional perspective solutions to circulation issues and address level of service standards of existing and future roadways and intersections.

### **Policy CF 1.1: Regional Cooperation**

As noted in the City's Growth Management Element, the City shall continue to work with the Contra Costa Transportation Authority (CCTA) and West Contra Costa Transportation Advisory Committee (WCCTAC) to provide for consistent assumptions and projected traffic volumes as related to the City of San Pablo and West Contra Costa County).

### **Policy CF 1.2: Levels of Service**

The City shall continue to monitor and adhere to the standards for level of service established in the Growth Management Element for Routes of Regional Significance (Freeways, Parkways and Arterials) and Basic Routes (Collectors and Locals). Specific attention shall be directed towards roadways and intersections which operate at an unacceptable level of service.

### **Policy CF 1.3: Service Forecasting**

Continue to monitor the levels of service at various key control points for the purpose of providing ongoing calibration of the County's computer projections and maintain continuing forecasts of acceptable service standards for all Routes of Regional Significance and Basic Routes (as defined in the Growth Management Element).

### **Policy CF 1.4: Maintenance of Street Hierarchy**

Pursue opportunities to integrate local and regional vehicular circulation policies that have an effect on users of San Pablo streets in

a manner that ensures an acceptable level of safety, efficiency and enhanced image within the internal operating system and, recognize different criteria for improvements to routes within the regional circulation system versus the local neighborhood serving system.

### **Policy CF 1.5: Regional Operating Conditions and Image: Major Arterials and Parkways**

At regional connection points (the intersection between the City's Routes of Regional Significance and the adjoining cities and region) and along San Pablo's Routes of Regional Significance, the City shall ensure a balance between regional service levels and local community needs that recognize the following objectives:

- ▶ Provision of safe and efficient levels of service;
- ▶ Opportunities to enhance the City's regional image;
- ▶ Land uses which maximize economic development opportunities; and
- ▶ Design and control methods that keeps regional through traffic off of local residential streets.

### **Policy CF 1.6: Regional Transportation Management: West Contra Costa County Transportation Advisory Committee (WCCTAC) Action Plan**

The City shall continue to make it a priority to participate in regional transportation planning and management of growth as dictated by Measure "C" Contra Costa County Transportation Improvement and Growth Management Program towards addressing long-range actions and future travel needs in the City and the West Contra Costa County/I-80 Travel Corridor.

### **Action CF 1.A: Safety Upgrade Program**

Establish an ongoing program to identify streets and intersections with unacceptable levels of

safety and service and implement a program to upgrade them consistent with the provisions of the Growth Management Element.

**Action CF 1.B:  
Intersection LOS**

Continue to monitor intersection service-level standards when intersection traffic data becomes available, consistent with the updates to the County Congestion Management Program, West County Action Plan and related regional transportation planning.

**Action CF 1.C:  
Monitoring of Traffic Service Levels**

Monitor traffic service levels and implement both public (i.e., AC Transit) and private circulation improvements prior to deterioration in levels of service to standards identified in the Growth Management Element.

**Action CF 1.D:  
Development Conditions**

Development approvals shall require demonstration that traffic improvements necessary to serve the development, without violating the standard (Growth Management Element - LOS D) will be in place to accommodate trips generated by the project.

**LOCAL CIRCULATION**

The Circulation policies within this section are intended to give direction to action statements found within the Land Use and Physical Design Element of the General Plan. Local Circulation considers the impact of the automobile on the local community and seeks ways in which to balance provisions for the auto with pedestrian and bicycle circulation and other issues of concern within the community.

**Policy CF 1.7:  
Commercial District**

Recognizing that the viability of commercial districts is contingent upon their accessibility, image, and convenience to the automobile as

well as the need to encourage activities that encourage foot traffic and the use of public transit, the City shall develop district improvement plans that ensure developments that balance economic viability with the intended land use and circulation purpose of each district.

**Policy CF 1.8:  
Residential Streets**

The City shall be committed to protecting and improving the residential character of each unique neighborhood by assuring roadway improvements which achieve a balance between the adjacent property owners need for parking, emergency access, convenient connections to collector and arterial streets, safety and ongoing maintenance, and the protection of their unique linear character.

**Policy CF 1.9:  
Public Right of Way Improvements**

Improvements within the public right of way will recognize the importance of protecting the individual themes for each district through landscaping and right of way design as consistent with the District Land Use and Design Strategies found within the District Design Plans described in the Land Use and Physical Design Element.

**Policy CF 1.10:  
Circulation System Maintenance Level**

Through a variety of funding resources the City shall develop an ongoing circulation design enhancement, parking improvement and maintenance plan that incorporates individual design criteria and upkeep schedule based upon a District Physical Design Plan and the following circulation hierarchy:

*Major Arterials and Parkways* as a carrier for regional through traffic and location of community and regional serving centers.

*Collector Streets* as collectors and connectors of local residential streets to arterial roadways.



*Local Residential Streets* as neighborhood focal points serving the needs of the adjacent residents.

**Policy CF 1.11:  
Parking Management**

Parking within the public right of way shall be considered a privilege that shall be limited based upon considerations of safety, street width, visibility and access to properties. Residential neighborhood parking should be protected from spillover of commercial areas.

**Policy CF 1.12:  
Richmond Parkway**

Ensure that the City of San Pablo maximizes the potential positive impact and minimizes the potential negative impact of the Richmond Parkway in the positioning of key employment and business improvement districts and in the efficient use and access to the City's circulation system that does not impact the residential roadways.

**Action CF 1.E:  
Consistency With Roadway and District Improvements**

District Improvement Themes will be included as part of the Roadway Urban Design Improvement and Management Plan referenced under Circulation Action CF 1.F.

**Action CF 1.F:  
Roadway Urban Design Improvement and Management Plan**

The Planning and Public Works Department shall develop a City-wide Roadway Urban Design Improvement and Management Plan which combines District Themes with roadway hierarchy as the basis for public and private design policies. The Improvement Plan shall integrate or reference the Creek Linkage and Improvement Plan and the individual District Design Guidelines.

Roadway design criteria shall provide a number of street, sidewalk and site

improvement standards; design guidelines; and incentives for improvements which enhance the pedestrian and visual character of the particular district in relation to the following street hierarchy:

- A. City of San Pablo Freeways as gateways to the community:
  - 1. Interstate 80 at San Pablo Dam Road
  - 2. Richmond Parkway at Giant Road
- B. City of San Pablo Major Arterials and Parkways as local and regional serving routes:
  - 1. 23rd Street
  - 2. San Pablo Avenue
  - 3. San Pablo Dam Road
  - 4. Rumrill Boulevard (residential)
  - 5. Rumrill Boulevard (commercial)
  - 6. Market Ave. Church Lane
  - 7. El Portal Drive
  - 8. Giant Road
- C. City of San Pablo Collector Streets as neighborhood roadways that connect residences to local and regional serving roadways:
  - 1. Broadway (Rumrill Boulevard to 11th Street)
  - 2. Stanton Avenue
  - 3. Rivers Street (San Pablo Avenue to Broadway)
  - 4. Emeric (23rd Street to Rumrill)
  - 5. Vale - 20th Street (San Pablo Ave. To Rheem)
- 6. Dover (23rd Street to Rumrill Boulevard)
- 7. Brookside Drive
- 8. Road 20
- 9. 17th Street (Emeric Avenue to Davis Park)
- 10. Morrow Drive (Hillcrest to San Pablo Dam Road)
- 11. Alpine Road (Amador to Hillcrest)

12. Hillcrest Road (Alpine to City Limits)
13. Amador Street (San Pablo Dam Road to McBryde)
14. 11th Street (Broadway to Stanton Avenue)

D. Street and streetscape design considerations shall include the following as part of enhancing the overall image and circulation effectiveness of the City:

1. Bus turnouts
2. Landscaping criteria (trees, medians, key intersections, gateways)
3. Offstreet parking
4. Minimized ingress and egress points, consolidated entries
5. Public transit facilities and improvements
6. Safety criteria such as lighting, signage, and Speed humps for residential streets.
7. Land use and design (scale issues and types of land use density and intensity)
8. Design Guidelines for signs (commercial signs, street signs, entry signs, directional signs)
9. Aesthetic treatment
10. Parking management
11. Criteria for types of services (ie bus, sidewalks, etc)
12. Business loans and landscaping

#### **Action CF 1.G:**

##### **Intersection Redesign**

23rd Street/Road 20/San Pablo Avenue and San Pablo Dam Road at I-80 have been identified as the worst operating intersections within San Pablo. The City shall seek alternative funding sources through regional, State and Federal transportation resources to redesign and expand the capacity of these two intersections.

#### **Action CF 1.H:**

##### **Zoning Ordinance Regulations - Parking Standards**

The City shall review the existing parking standards (as prescribed through the zoning code) to ensure there is an adequate ratio of parking spaces to use within commercial and residential neighborhoods. This effort is intended to ensure appropriate off and on-site street parking, which does not compromise the safety and accessibility of neighborhoods. The City's Zoning Ordinance shall consider the following options for improving the availability of parking within neighborhoods:

- ▶ Insure a minimum of two off-street parking spaces per unit;
- ▶ Permit shared parking;
- ▶ Promote the joint use of access driveways to minimize the number of curb cuts and availability of on-street parking (along commercial roadways); and
- ▶ Land Use Standards for Residential, Commercial and Industrial uses which promote reduced use of automobiles, and provide for increased mobility options.

As part of the Code review, update the parking lot requirements to meet district design guidelines in proper site planning and design which includes criteria for the location and screening of loading and storage areas; provisions and incentives for the location of parking areas adjacent to buildings rather than in front of them; the placement of employee parking and loading areas to the rear of the site.

#### **Action CF 1.I:**

##### **Parking Management Study**

As part of the overall design for Districts and Special Use Areas, the City shall ensure that adequate parking is provided to serve commercial districts and residential



neighborhoods.

As part of this study, and in order to alleviate the number of excess vehicles and inoperable vehicles on the street, the City shall seek to develop stricter parking management programs for Commercial and Residential areas. Parking management and consolidation improvements shall be identified as part of the overall planning for Districts and Special Use Areas (ie. Specific Plans).

Other items to consider as the City reviews parking availability may include the following:

- ▶ Increased Code Enforcement and regular street sweeping (signage posting);
- ▶ Public Right of Way Permit Parking and curb cut consolidation;
- ▶ Short-term parking as an enhancement of commercial sector activity;
- ▶ Installation of parking meters to discourage all day use of on-street parking in front of commercial businesses by employees and residents and to provide a source of revenue for parking management programs within each district;
- ▶ Set up city managed parking lots where spaces are leased or obtained through easements from property owners in return for landscape property improvements to the parking lots;
- ▶ Promote flex-use parking and encourage shared parking facilities;
- ▶ Consider the hiring of a parking enforcement officer; and
- ▶ Explore options of multi level parking as a tool to maximize the use of limited land resources.

#### **Action CF 1.J:**

##### **Transportation Demand Management**

The City will continue to support opportunities for participation in transportation demand management programs including the participation in public education and the provisions of incentives for public transit or other non-vehicular use.

#### **Action CF 1.K:**

##### **Truck Routes**

The Public Works Department shall reevaluate truck routes and shall seek ways in which to restrict truck through traffic from impacting local residential streets by limiting trucks over a certain size to routes of regional significance or along designated truck routes. Improvements which limit truck traffic to residential roadways shall be considered by the Safety Commission and fines for violations should be strictly enforced.

#### **Action CF 1.L:**

##### **Roadway and Intersection Safety Improvements**

The City will continue to work with the Public Safety Commission in its review and recommendation of public right of way safety improvements. Specific annual reviews and recommendations to the City Council shall include, but not be limited to:

- ▶ Review and recommendations on intersection improvements based on Police Accident Reports;
- ▶ Identification of Truck Routes and Hazardous Materials Routes; and
- ▶ Location of speed humps and the designation of speed limits.

#### **Action CF 1.M:**

##### **Alleyways**

Adopt a formal policy and allocate funding for considering the closing of alleyways within the City that meets the needs of the adjacent property owners/residents that does not hinder

access to utility lines.

#### **ALTERNATIVES TO AUTOMOBILE USE**

This section of the Community Wide Circulation goal recognizes the importance of establishing and promoting a non-automobile dependent circulation network.

##### **Policy CF 1.13:**

###### **BART Extension**

The City shall make it a priority to support the extension of BART service to San Pablo with a station stop located adjacent to El Portal Center and Contra Costa College.

##### **Policy CF 1.14:**

###### **Public Transit Providers**

Coordinate with public transit providers (specifically AC Transit) to maintain a level of service that is safe and efficient with convenient connections to high use and activity intersections within the City of San Pablo. Ensure the maintenance of quality bus-stops and shelters; the availability and publicity of local transit information; and land use and design standards which establish provisions that enhance public transit use.

##### **Policy CF 1.15:**

###### **Bicycle Routes**

Provide and maintain a safe and comprehensive bicycle system which connects the City's districts to regional bicycle routes.

##### **Policy CF 1.16:**

###### **Pedestrian Routes**

Provide a comprehensive pedestrian oriented and interconnected walking City system that ensures safe, convenient and separated walkways, sidewalks and pedestrian crossings for all age groups and persons with mobility or other handicaps.

##### **Policy CF 1.17:**

###### **Land Use and Design Standards**

The City shall consider Land Use and Design Standards within the Land Use and Physical

Design Plan which establishes provisions for Transportation Impact Fees, minimum development standards and other public/pedestrian oriented transportation amenities.

##### **Action CF 1.N:**

###### **Education Programs**

Literature which describes programs and options as alternatives to the use of the automobile should be coordinated with local and regional service providers as part of the community-wide education program.

##### **Action CF 1.O: BART Extension**

The City shall advocate and lobby for the proposed BART Extension and a station at El Portal Drive and San Pablo Avenue through the following actions:

- ▶ Partnership with Richmond, Pinole, Hercules and the County to establish the West County BART extension as a CCTA priority for obtaining matching funding;
- ▶ Designate Land Uses which do not hinder but promote the potential for development of a BART station;
- ▶ Implement design and setback standards along the preferred rail corridor;
- ▶ Build community ridership at public transit stops near the potential BART station to lobby support for a station. Ridership increase may include direct BART feeder service from the future station location; moving the AC Transit center at Contra Costa College to a location that is more conducive to regionally centered public transit;
- ▶ Identify a long range development plan for District 6: The El Portal/BART Station Mixed Use District to begin to create a multi-modal station site; and



- ▶ As part of the Redevelopment Plan, the City shall control or condition properties within this District to provide for BART Station Plans once they become available.

#### **Action CF 1.P:**

##### **Multi-Modal Transit Centers**

Encourage a mix of automobile trip reduction incentives and education programs in conjunction with the City's efforts to focus higher density housing and higher intensity commercial and employment uses. The City shall develop a program in partnership with private property owners to develop Multi-Modal Transit Centers at Regional Gateways or other appropriate locations. Specific amenity improvements around public transit stops should be developed in addition to working with WCCTAC to implement the TDM education and coordination program into the residential community. A variety of auto-trip reduction programs should be reviewed, some of which may include:

- ▶ Express bus service from Town Center;
- ▶ Park and Ride lot and HOV lane at Town Center;
- ▶ Support the West County Action Plan;
- ▶ Location of BART Feeder, AC Transit and West Cat Services stops at Transit Centers.

#### **Action CF 1.Q:**

##### **Pedestrian Oriented Right of Way Improvements**

Consider the pedestrian needs as a priority when considering improvements within the public right of way. Pedestrian access within the community Physical Design Plan shall consider the following:

- ▶ Provide pedestrian connections between employment centers and

nearby service uses such as stores, restaurants, banks etc;

- ▶ Provide bicycle and pedestrian connections between residential areas and commercial services, transit stations and stops, public gathering areas, schools and parks;
- ▶ Establish sidewalk dimension and amenity standards for each District;
- ▶ Provide direct pedestrian routes between transit and a mix of uses;
- ▶ Develop closer and tighter linkages to public transit and higher intensity/density uses; and
- ▶ Ensure all public right of way routes meet ADA standards.

#### **Action CF 1.R:**

##### **Pedestrian Oriented Private Property Improvements**

The city shall incorporate within its Zoning Ordinance specific criteria for private development which advocates creating stronger transitions between the pedestrian access system and the siting of the building. Such criteria may include:

- ▶ Coordination of building placement, with orientation towards the street and integration of public spaces;
- ▶ Encourage the development of plazas and squares;
- ▶ Where appropriate, minimize large setbacks from roadways. Where there are large setbacks, the city shall have standards for pedestrian linkages to the right of way;
- ▶ Reduce the amount of parking area between uses through infill development or non-permanent transitional type uses (ie. outdoor

activities, outdoor displays, benches, landscaping or other pedestrian amenities);

- ▶ Implementation of parking management options;
- ▶ Improve direct pedestrian routes through parking lots between uses or to public transit;
- ▶ Establish minimum density standards for construction on appropriate parcels specifically within 1/4 mile of existing or future transit stations;
- ▶ Establish minimum standards for barrier free interconnected pedestrian walkways or plazas through sites; and
- ▶ Provide bicycle/storage areas.

#### **Action CF 1.S:**

##### **Reduction of Work Trips**

The City shall consider land use and housing policies within the Zoning Ordinance that support the jobs/housing balance by providing for home businesses that do not impact neighbors. Economic development activities shall seek to develop opportunities towards promoting satellite office sites, incubator support facilities for in-home businesses and telecommunications improvements within the community. In commercial centers, small scale neighborhood telecommuting centers that provide fax machines, telephones, computers, networking capabilities and other office equipment could be established to allow work close to home or capture potential commuters off of I-80.

#### **Action CF 1.T:**

##### **Bicycle Route Master Plan**

Through alternative funding sources, develop a Bicycle Master Plan which includes the identification of existing and proposed local and regional routes and establishes regional route linkages, route hierarchies and standards, maintenance efforts, and signage criteria. The

bike routes shall be integrated within pedestrian route system and the Creek Linkage Plan and be an important part of each roadway improvement project. The Master Plan shall also establish a list of private development criteria which may include bike facilities and connections to the bikeway network. Input should be solicited from bicycle advocacy groups in funding acquisition and development stages.

## **HUMAN SERVICES AND FACILITIES**

Brookside Hospital is within San Pablo's City limits on Vale Road. Two other hospitals that serve the area are located in Richmond: Kaiser Hospital, at Cutting and Marina Way; and East Bay Hospital, at Gaynor and 23rd Street. Elderly services within San Pablo include programs at two City senior centers, and private convalescent hospitals and nursing homes. Nearby medical facilities include Doctor's Hospital in Pinole. Other human services facilities operated in the area are operated by Contra Costa County or by non-profit organizations. Non-profit human services facilities include the Neighborhood House of North Richmond (offering youth, senior citizen and anti-drug programs), the American Red Cross, and the United Council of Spanish Speaking Organizations.

County public health services available within the nearby City of Richmond include child health screening; public health nursing and visiting home services; family planning services; immunizations; a venereal disease clinic; and vital registration. The Basic Adult Care program at the County's Richmond Health Center serves low-income adults who do not qualify for Medi-Cal. The Martin Luther King, Jr. Family Health Center provides health services at sliding scale fees. Other services available in nearby Richmond include: the Disabled People's Recreation Center, the National Institute of Art and Disabilities, the County's Area Agency on Aging Senior



Information Referral Office, and Jobs for Seniors.

Social and family services are generally provided by Contra Costa County in the San Pablo-Richmond area include the County welfare program services (AFDC, general assistance, food stamps, Medi-Cal, and Social Security benefits) and children's services (child abuse services, foster home licensing, foster home placement). County mental health services are provided in nearby Richmond, including consultation and information dissemination, geriatric services, psychiatric emergency service, and outpatient clinics. Employment-related services in the West Contra Costa area are provided by the City's Private Industry Council and the local office of the State Employment Development Department. Non-profit employment services include BOOST, a job training program, Contra Costa Regional Occupation Program, County Veterans Resource Center, and Rubicon Vocational Services. Housing and legal services are also available to low-income residents through County, State, federal, and nonprofit programs.

Other social services available within the West Contra Costa County area include: Bay Area Urban League, California Autism Foundation, Community Leadership Development, Crisis and Suicide Intervention of Contra Costa County, East Bay Consortium for Elder Abuse, East-Haciendstrom Association, English Action Center, House of Champions (group home for children), Kiara House, Meals on Wheels, Pillar of Strength Group Home for Children, Pregnant-Single Mother Want Help, Protect the Children Resource Center, Rape Crisis Center 24 Hour Line, Salvation Army Services, Save-a-Baby, Shelter Inc., United Concilio West, The Vietnamese Family Community Inc., and Women's Therapy Center.

#### **PUBLIC SCHOOL FACILITIES**

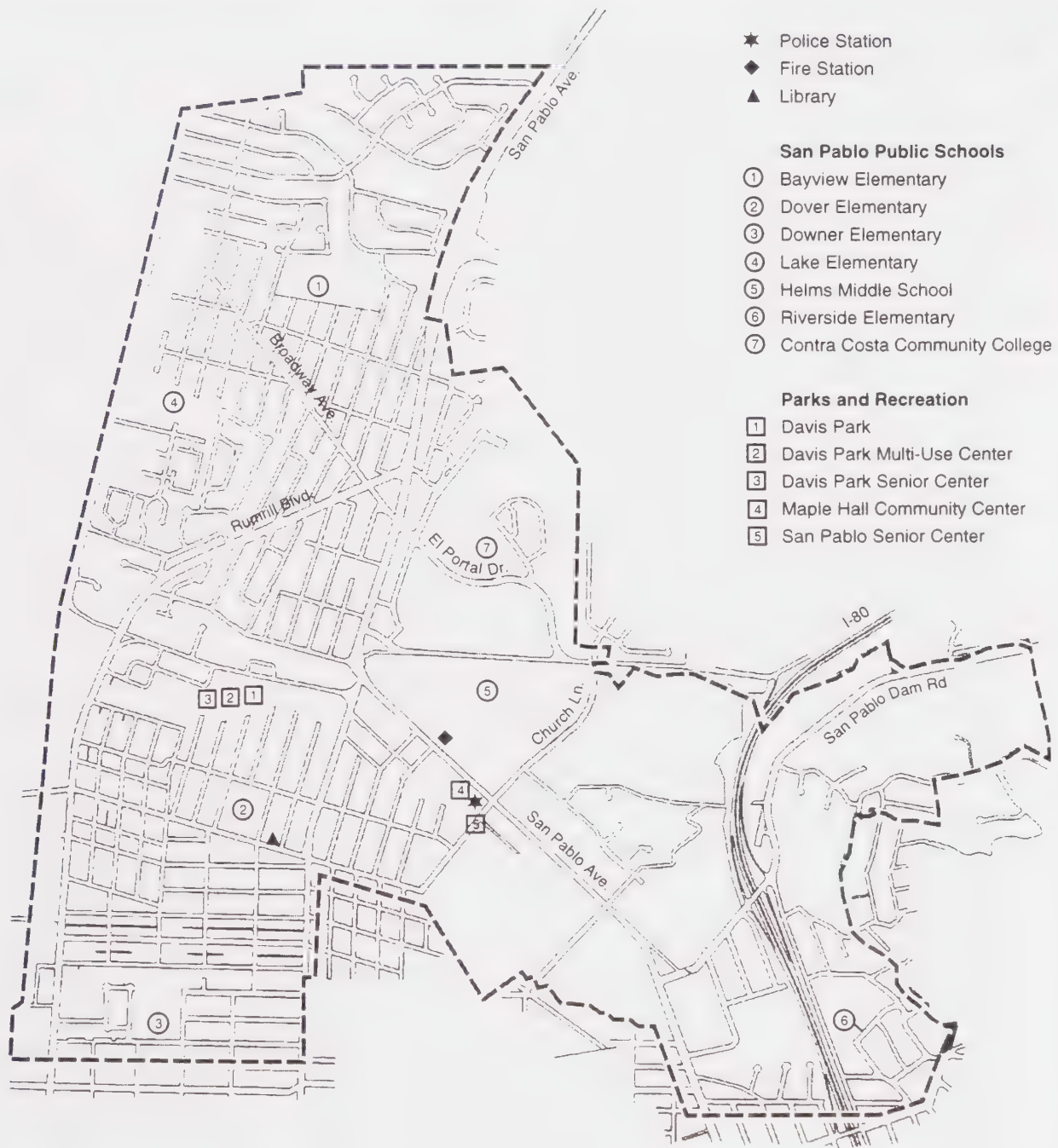
The West Contra Costa Unified School District (WCCUSD) provides public school services to

the cities of San Pablo, El Cerrito, Hercules, Pinole, and Richmond, and unincorporated areas including El Sobrante, Kensington, North Richmond, and Tara Hills. In 1994, WCCUSD served a population of approximately 200,000 residents over a 110 square-mile area. The District had a starting 1994-95 school year enrollment of approximately 29,157 students, and employed approximately 2,180 persons (Burkhart, 1995).

WCCUSD schools include 38 elementary schools, one middle school, four junior high schools, five senior high schools, one continuation high school, one career development center, one post secondary adult education school, and several children's centers. Of these, the WCCUSD school facilities that serve City of San Pablo students include 11 elementary schools, one middle school, two junior high schools, and three senior high schools (see Table IV.F.1, *West Contra Costa County Schools Attended by San Pablo Students*, contained within the Draft General Plan Environmental Impact Report). Public schools within the City of San Pablo are shown in **Figure 3.4**.

The WCCUSD completed a Facilities Master Plan in 1989; the Plan was last updated in September 1993. A new elementary school, César E. Chávez Elementary, is expected to open by January 1997. The new elementary school is located five blocks south of San Pablo, in the City of Richmond, within the city block bordered by 17th and 18th Streets and Coalinga and Lincoln Avenues. César E. Chávez Elementary will have capacity for approximately 650 students, and will alleviate some of the capacity problems for elementary schools that serve San Pablo students (Burkhart, 1995).

The 1990 Census provides data on the educational attainment levels for residents that are age 25 or older. Education levels and percentages for San Pablo residents are as follows: college degree- 19.1 percent; some college (no degree)- 20.6 percent; High School



**Figure 3.4**  
Public Facilities

Source: Environmental Science Associates

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graduate or equivalent- 26.1 percent; 9th-12th grade (no diploma)- 20.2; less than 9th grade- 14.0 percent. Of those persons that have received a college degree, about 40 percent have Associate's degrees, about 40 percent have Bachelor's degrees, and about 20 percent have graduate/professional degrees.

## GOAL 3.2

### HEALTH AND HUMAN SERVICE FACILITIES

TO ADVOCATE THE PROVISION, DEVELOPMENT AND OPERATION OF HIGH QUALITY SOCIAL AND HEALTH SERVICE FACILITIES TO ALL MEMBERS OF THE COMMUNITY.

This section includes policies and actions which address a variety of social and community services. Provisions are made for senior citizens, youths and young families, as well as programs which benefit the entire community such as health care and libraries. Guidelines are provided for supporting public and private agencies and organizations outside of the City structure which provide social services within San Pablo.

#### Policy CF 2.1:

##### Child Care Facilities

Provide opportunities for a range of child care options for parents of all income levels who live and work in San Pablo.

#### Policy CF 2.2:

##### Medical and Health Services and Facilities

Encourage the location of comprehensive and diverse health care facilities within the city limits to serve the City's specific needs; particularly for the very young and very old.

#### Policy CF 2.3:

##### Social Services

Provide social services within the City in partnership with Brookside Hospital, private, non-profit, County, State and Federal service providers.

#### Policy CF 2.4:

##### Senior Services

Recognize the city's prominent senior population and provide services and facilities which respond to the needs of the elderly.

#### Policy CF 2.5:

##### Educational System

Advocate for improvements to the local school system and its programs as well as in developing opportunities for alternative local educational resources for all ages.

#### Policy CF 2.6:

##### Youth Development

The youth are a priority within the community and the City recognizes the need to provide or encourage a variety of youth development programs in the arts, educational, cultural appreciation and recreational activities.

#### Policy CF 2.7:

##### Libraries

Support efforts to expand and improve library services within the City, recognizing that libraries are a city-wide amenity.

#### Policy CF 2.8:

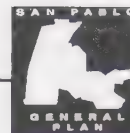
##### Institutional and Civic Organizations

Support and assist in the efforts of local institutional and civic organizations to provide basic food, shelter and clothing to citizens in need.

#### Action CF 2.A:

##### Community Based Organizations Grant Program (CBOGP)

Develop and implement a City financed Matching Grants Program. The matching Grants Program would award grants to neighborhood or other community based organizations to have the capacity to



implement programs and/or projects that would make their neighborhoods a better place to live, work, play and/or shop or provide needed social services (education, outreach etc.). Consideration may also be made for the establishment or improvement of public services or facilities. Neighborhood based organizations are any formal or informal neighborhood, cultural or community group that collectively wants to improve their living environment or relationship within the community.

Projects would be supported that physically improve neighborhoods or help community-based organizations to become stronger. Public safety, education, cultural and recreational initiatives can also receive support through matching grants.

Establish program priorities and categories in addition to a periodic funding cycle (ie. Small grants 4X a year and larger grants annually). Seek outside private and public funding sources to augment City funds for such a program as appropriate.

**Action CF 2.B:**  
**Childcare Ordinance**

Develop a Childcare Ordinance that includes standards that support the development of child care opportunities within the City's commercial, residential and institutional areas. The ordinance might include, but not be limited to the following:

- ▶ Encourage child care centers in appropriate locations especially in conjunction with schools, other facilities and centers of concentrated employment and/or housing;
- ▶ Develop review criteria to provide opportunities for incorporating child care and pre-school facilities into new development where appropriate;
- ▶ Incentives program shall encourage employers to explore work-based child

- ▶ care services for employees; and
- ▶ The location of appropriate child care facilities are encouraged in, or adjacent to residential neighborhoods, employment centers, at school sites, the hospital, other facilities, parks, district centers and along transit routes.

**Action CF 2.C:**  
**Brookside Hospital Health Services**

Work with Brookside Hospital to ensure it continues to operate as an essential health care and employment facility within the community. Pursue any joint funding opportunities that may become available for increased health care to the residents of the City of San Pablo.

**Action CF 2.D:**  
**Contra Costa County Health Services**

Coordinate with Contra Costa County in their efforts to bring health services to the community. Recent creative efforts such as mobile health van should be supported by the City in addition to the current health care systems which serve residents of San Pablo. Private and public funding sources should be sought with the City's aid as appropriate.

**Action CF 2.E:**  
**Social Services**

The City will support and implement the latest guidelines found within the Governor's Office of Planning and Research Planning Zoning and Development Law in the siting, review and protection of the following public facilities:

- ◆ Residential Care Facilities
- ◆ Health Facilities
- ◆ Community Care Facilities
- ◆ Residential Care Facilities for the Elderly
- ◆ Alcoholism Recovery Facilities
- ◆ Family Day Care Homes
- ◆ Homes or Facilities for Mentally Disordered, Handicapped Persons or Dependent and Neglected Children

**Action CF 2.F:****Private and Non-Profit**

As available, the City will support the efforts of private and non-profit aid organizations which serve the residents of San Pablo.

**Action CF 2.G:****Senior Services Plan**

A periodic Senior Services Plan shall be reviewed and approved by the City Council to determine means to meet the service requirements of the City's growing senior population. Included within the Plan shall be an outreach and grants alternatives components.

The Plan shall seek to identify means to work with local institutional partners such as Contra Costa College and Brookside Hospital, adjacent jurisdictions and the County towards establishing partnership arrangements in meeting the changing senior service and recreation needs. The Plan shall also explore additional HUD facilities for Seniors, special senior facilities for the City's multi-cultural community and volunteer and job opportunities programs that may serve the Senior population.

**Action CF 2.H:****Existing Senior Services**

Continue to support the operation and activities of the existing Senior Center, Senior Transportation services and the services of private and non-profit agencies.

**Action CF 2.I:****Education Enhancement Opportunities**

West Contra Costa County School District Action still to be determined

**Action CF 2.J:****Youth Services Coordinator**

Hire a Youth Services Coordinator as a priority in developing youth activities within the community through creative partnership arrangements and alternative funding. Responsibilities would include:

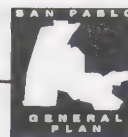
- ▶ Creation of a Youth Development Plan;
- ▶ Partnership with other jurisdictions;
- ▶ Development and organization of nighttime youth activities in arts, entertainment, recreation, sports and education;
- ▶ Work with existing local organizations (i.e., churches and the college) and businesses in developing youth activities;
- ▶ Research and apply for grant funding opportunities;
- ▶ Liaison with school district in development of after-school programs;
- ▶ Expansion of competitive sports programs;
- ▶ Staff to Youth Commission; and
- ▶ Counseling and liaison between youth and parents in providing literature and recommending counseling and conflict resolution services.

**Action CF 2.K:****Youth Commission**

Continue to support the activities of the San Pablo Youth Commission in their roles as liaisons between the City and the youth.

**Action CF 2.L:****Library Expansion Plan**

Identify local library service needs and opportunities for expanding the role of the San Pablo Library (ie. Meeting facilities, job training etc.) and identify additional funding resources for library facility and service expansion (ie. Through city partnership for grant funding). Specific expansion should consider services that educate persons on computer and other technology improvements.



**Action CF 2.M:  
Library Services**

The City shall continue to work cooperatively with Contra Costa County to manage the library and to develop programs that help to expand the economic and social needs of the local residents. The City should help to support programs which focus on the education and training of youth and adults, and activities that promote cultural diversity awareness.

Develop programs which support the following County Policies for Library Services:

- ▶ 50 to 60 hours of library service per week;
- ▶ two books per capita
- ▶ ½ square foot of library facility space per capita.

Where appropriate, encourage the establishment of specialized on-site libraries in business parks and other types of development.

**Action CF 2.N:  
County Library Plan**

The City Council will review the County Library Systems Plan and make recommendation of additional or modified services to provide for the local community.

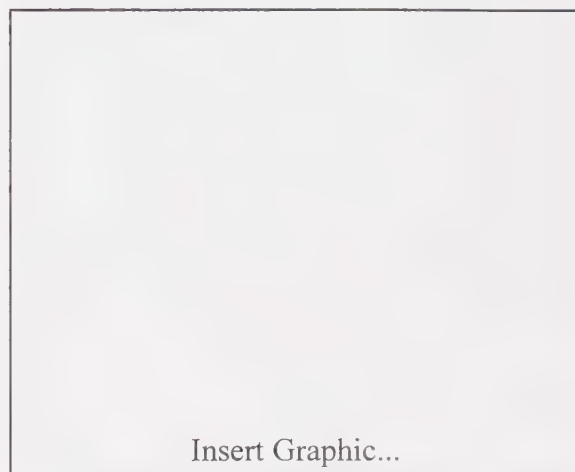
**Action CF 2.O:  
Expanded Availability of Library Services**

Work with Contra Costa College to explore opportunities for making the college's library available to city residents.

**Action CF 2.P:  
Educational Opportunities**

The availability of job, language and other local youth and adult education opportunities should be coordinated and promoted through the Community Development Department. Partnerships should be arranged with local providers such as the Private Industry Council

(PIC), Contra Costa College, West CCC School District, the City of Richmond and west Contra Costa County's largest employers.



## INFRASTRUCTURE SYSTEMS

### SANITARY SEWER FACILITIES

Sanitary waste water in the City of San Pablo is served by the West Contra Costa Wastewater District (WCCWD). The capacity of the sewer collection system in San Pablo is adequate for commercial and residential buildout, unless significant increases are made in allowable development densities (Allendorfer, 1995). Typical flow rates for various development types are provided in **Table 3.9**.

The West Contra Costa Water Treatment Plant is at 2377 Garden Tract Road in unincorporated North Richmond. Current average dry weather flow is 6.2 mgd and 60 mgd average wet weather flow. The treatment plant capacity is 9.5 mgd during dry weather flows and 20 mgd during wet weather flows. Treated sewer transmission to the deep water outfall in the San Francisco Bay is limited to 21.0 mgd peak capacity. Wastewater flows over 20 mgd are pumped to storage basins and treated when wastewater inflows decrease below plant capacity.

The sewer lines in the city are generally 30 to 50 years old and made of mainly vitrified clay pipe and some ductile iron. Certain zones within the sanitary sewer collection system experience high infiltration rates (i.e., water flowing into pipe joints) due to sewer line conditions and groundwater levels. The district performs television inspections of sewers and is inspecting streets in San Pablo proposed for improvements in the current Street Improvement Program. As defects are discovered, it is the District's policy to replace or repair pipeline ahead of street resurfacing projects. Currently a section of sewer line on Rumrill Boulevard is slated for replacement.

#### **WATER FACILITIES AND SERVICES**

The East Bay Municipal Utilities District (EBMUD) supplies water to the City of San Pablo. Potable water is supplied through the San Pablo Dam from the Mokelumne River in the Sierra Nevada Mountains, and from local rain-fed reservoirs. Groundwater is not used by EBMUD as a water source.

The raw water from the Mokelumne River is transported to the East Bay through the Mokelumne Aqueducts. Raw water is treated at the Orinda or Sbrante treatment plants. The Claremont Tunnel transports potable water from the Orinda treatment plant to the water transmission and distribution network, west of the Oakland-Berkeley Hills. The Wildcat Aqueduct and other major transmission mains from the Sbrante treatment plant transmit water to the service area in the City of San Pablo. San Pablo is served by several pressure zones, namely Central, Aqueduct, Road 24, Berryman, Maloney, and Argyle. The Central and Aqueduct pressure zones are the only ones that use gravity solely for water pressures. These pressure zones extend beyond San Pablo's City limits. The major distribution reservoirs that provide storage for the City (and their capacities) are: North – 79.1 Million Gallons (MG); Road 24 – 5 MG; and Schapiro – 4.1 MG. These distribution reservoirs also serve other nearby communities, such as

Richmond, El Cerrito, Albany, Berkeley, and Pinole (Jog, 1995).

There are four major water transmission mains serving San Pablo: 1) a 36-inch-diameter main running north to south along El Portal Drive, Church Avenue, Willow Road, Contra Costa Avenue, Riverside Avenue, and South along Amador Street; 2) a 60/48-inch-diameter main in Road 20 from Interstate 80 to Rumrill Boulevard; 3) a 48-inch main along Rumrill Boulevard from Road 20 south to Market Avenue; and 4) a 24-inch main running south along 21st Street from North San Pablo Avenue to Costa Avenue. Currently, there are no known concerns regarding the conditions or adequacies of these mains. The consumption within the City for the year 1994 is shown in Table 3.10.

EBMUD developed a Master Plan in 1983; the most recent update was adopted by the District's Board of Directors in June 1995. There are no planned facility expansions or large conservation projects at this time that would directly affect the City of San Pablo.

#### **SOLID WASTE FACILITIES AND COLLECTION SERVICES**

Refuse collection and disposal in the City of San Pablo are provided by the Richmond Sanitary Service, which operates the West Contra Costa Sanitary Landfill (WCCSL) at the foot of Parr Boulevard. The landfill, which uses a 200-acre waste disposal area in accordance with Regional Water Quality Control Board permits, currently accepts solid waste from residential, commercial and industrial developments from Contra Costa and Marin Counties (Earth Metrics, 1990). The West Contra Costa Sanitary Landfill receives approximately 1,000 tons of waste per day. At the current rate of deliveries, the West Contra Costa Sanitary Landfill is expected to reach its permitted capacity in between two to three years, in 1997 or 1998. Richmond Sanitary Service is currently requesting an expansion with the California Integrated Waste



Management Board. The expansion request includes increasing the landfill's height from 120 to 130 feet, which would extend the landfill's life by approximately eight months (Burch, 1995). After closure of the WCCSL, waste will be transported to another landfill; Contra Costa county landfill locations are being considered (Katchee, 1995).

No transfer stations are operating at this time, but Richmond Sanitary Service is currently constructing a integrated resource recovery facility in North Richmond. The recovery facility is on a 21-acre site within the unincorporated area of North Richmond. Plans for the 21-acre site involve construction of a waste receiving and processing building, an administration building, a visitor center, and vehicle-maintenance and truck-wash buildings (Burch, 1995). Commercial operation of the recovery facility is expected to start in November of 1995 (Katchee, 1995). While the recovery facility is operating, the WCCSL will take self-transported waste until landfill closure. Franchise waste pick-up will be processed through the recovery facility when operation begins. Richmond Sanitary Service is also contracted by the City as the franchise waste pick-up provider.

Contra Costa County has embarked on a County-wide Program to deal with solid waste problems. The Contra Costa County Solid Waste Management Program's goals are the same as those adopted by the California Integrated Waste Management Board:

- ▶ Reduce the amount of solid waste generated (resource reduction);
- ▶ Recycle as much of the solid waste as possible (recycle);
- ▶ Make use of the nutrient value of the solid waste (composting);
- ▶ Make use of the energy of the solid waste (waste energy ); and

- ▶ Properly dispose of the remaining solid waste (environmentally safe landfill disposal).

Richmond Sanitary Service offers curbside recycling service to San Pablo residents for the following materials: plastic bottles (PET, HDPE), steel and aluminum cans, glass, bottles, jars, newspaper, and (in the future) cardboard. White office paper pickup is also available to participating offices in the city. Greenwaste disposal for compost is available to residents at the landfill site. The City of San Pablo diverted approximately 9 percent of its waste in 1990. The West County area diverted over 25 percent of its waste in 1993, and currently meets State diversion rate goals (Katchee, 1995).

Illegal dumping of trash is an on-going problem in the City. Creeks, vacant lots, and alleys are often dumping grounds for trash, typically at the expense of the City. An increase in illegal dumping is expected after the closing of the West Contra Costa Sanitary Landfill due to anticipated higher disposal fees.

#### TELEPHONE AND COMMUNICATION SERVICE PROVIDERS

Pacific Bell Corporation provides local telephone service to the San Pablo area. The telephone lines in the City are typically aerial, running parallel with electrical lines from pole to pole. In the case of new development in the area, telephone wires are laid concurrently within the same public easement as Pacific Gas and Electricity (PG&E) lines. Pacific Bell anticipates that service provision will continue to meet any new demands generated in the City (Bihl, 1995). Pacific Bell can provide infrastructure improvements that upgrade communication lines for data transfers along the information superhighway. Integrated Services Digital Network or more commonly referred to by its acronym, ISDN, weaves together the conversation, data and video that people and machines exchange. ISDN technology divides

common telephone lines into three digital channels that can transmit all forms of digitized information. Voice, data, facsimile, images and video can all be combined and transmitted simultaneously. Different grades of telephone lines can determine the quality of digital transfer; Category 3 wiring adequately supports ISDN data and video applications. Category 3 wiring is typical for existing telephone infrastructure; Category 5 wiring is available (at additional cost) and designed for faster data transfer. (Pacific Bell, 1995).

### **ELECTRICITY**

PG&E provides local electrical service to the San Pablo area. The city is served by four distribution lines from substations outside San Pablo. The electrical lines in the City are typically overhead, except for a portion of San Pablo Avenue between Road 20 and San Pablo Dam Road. The overhead line infrastructure is approximately 50 to 60 years old. There is an ongoing maintenance program in the City to replace damaged poles and electrical infrastructure. Safety concerns take priority for any upgrading or infrastructure replacement. There is currently spare capacity for service in the City and PG&E does not anticipate any great electrical demands from San Pablo, as the city is mostly built out.

### **NATURAL GAS**

PG&E provides local natural gas service to the San Pablo area. Three natural gas transmission lines feed into the San Pablo station at Rumrill Boulevard and Folsom. An eight-inch distribution main serves the City from this station. The system has additional capacity to support new residential and light commercial development. The distribution system is designed for normal loads and pressures. Any new large industrial uses may require loading increases that would require additional natural gas pressures and/or pipelines (Gore, 1995).

## **GOAL 3.3**

### **INFRASTRUCTURE AND UTILITIES**

**TO ENSURE THE PROVISION, MAINTENANCE AND OPERATION OF PUBLIC INFRASTRUCTURE SYSTEMS, AND TO ADVOCATE THE CONTINUED UPGRADING OF UTILITY SYSTEMS.**

This section discusses the utilities and facilities which support San Pablo's urban development. Included here are policies and actions on drainage, public water service, wastewater treatment, energy and communications services, roadway maintenance and street lighting.

#### **Policy CF 3.1:**

##### **Water, Wastewater and Storm Drainage**

Maintain consistency with the Growth Management Element by requiring a level of service which meets or exceeds the City's adopted performance standards for water, waste water and storm drainage systems.

#### **Policy CF 3.2:**

##### **Communications**

Encourage telephone and communication system providers to upgrade and incorporate state of the art communications technologies within the City.

#### **Policy CF 3.3:**

##### **Utilities and Energy**

Continue to foster the cooperative relationship with Pacific Gas & Electric for the provision of utility services to meet the City's future needs.

#### **Action CF 3.A:**

##### **Infrastructure Development Costs**

New development shall pay for the costs associated with new infrastructure systems pursuant to the policies of the Growth Management Element.



**Action CF 3.B:**

**Infrastructure - Wastewater and Water Services**

Continue coordination with the West Contra Costa Wastewater District and the East Bay Municipal Utilities District for water and sewer service.

**Action CF 3.C:**

**Outdated Infrastructure Improvements**

Utilize the City's redevelopment efforts to upgrade, replace and repair older infrastructure facilities through the development review process to require developers to replace and install appropriate systems.

**Action CF 3.D:**

**Roadway Repairs Coordination** Coordinate with the water and sewer districts to schedule infrastructure repairs with street resurfacing projects to maximize public dollars.

**Action CF 3.E:**

**Underground Utilities**

Require the undergrounding of utilities whenever possible in association with new development or redevelopment projects. Redevelopment within certain districts shall include the undergrounding of utilities as feasible.

**Action CF 3.F:**

**Public Communications Upgrades**

Utilize new project development and the City's redevelopment efforts as an opportunity to incorporate higher quality wiring, fiber optics and other communications based systems into the City's fabric through the understanding of new technological opportunities and conditions on new developments.

**Action CF 3.G:**

**Private Communications Upgrades**

Review new development and redevelopment projects for opportunities to incorporate telecommuting stations and home office space into project design.

**Action CF 3.H:**

**Redevelopment/Economic Development Communications Upgrades**

Target specific areas of the City for logical telecommuting and satellite office ("incubator") locations based upon transit routes and trip reduction strategies.

**Action CF 3.I :**

**Street Light Survey**

The City Public Works Department will conduct a community-wide Street Light Survey to establish an upgrade program. Recommendations to the City Council should include a long term maintenance, street light repairs, and street light upgrade to a 150 watt minimum program. The utilization of unique lighting standards that complement the District themes should be explored.

**Action CF 3.J:**

**Utilities and Energy**

Advocate the undergrounding of electric and other utility lines by service providers in connection with development and redevelopment efforts, or when other opportunities exist.



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## PARK AND RECREATION FACILITIES

The City of San Pablo currently maintains four community centers and one park, shown in Figure 3.4. Existing facilities' names and locations and brief facility descriptions are listed after the figure. According to City staff, the eight-acre Davis Park is in need of repair and renovations. The park turf needs renovation and regular maintenance, and the practice field needs new fencing, a back stop, and an infield. The adjacent creek is not fenced from park uses and an upgraded bridge is needed. The bathrooms need modification and upgrades, and lighting fixtures should be upgraded (Duncan, 1995).

Additional recreational facilities are available to residents at public school facilities. Schools provide a variety of recreational opportunities, as shown below (Duncan, 1995). However, elementary and middle school facilities that are used as recreational facilities are in poor condition and are in need of repairs and renovations in excess of two million dollars

(WCCUSD, 1995). College facilities are available to the general public on a limited basis, according to school schedules and events.

The East Bay Regional Park District maintains two regional parks near the City limits. The Wildcat Canyon Park is adjacent to the City's eastern border, and Point Pinole is approximately a mile to the northwest. Both of these parks have generally passive recreational opportunities, including hiking trails and picnic areas.

A trail along Wildcat Creek has been part of a park planning effort by the East Bay Regional Park District for over ten years. The District is currently completing Phase I of the trail that extends from the marsh tidelands to the westerly set of train trestles in North Richmond. Phase I work is being completed in coordination with the Flood Control District under a Bay Conservation and Development Commission permit.

The Park District is interested in working with the City of San Pablo to achieve Phase II and III goals that include trail alignment and easement acquisition. Phase II of the trail includes the extension of the trail from the western City limits to Davis Park. The Park District has contacted the City to gain easement rights on a City access route between Rumrill Avenue and the park, but no easement agreement has been finalized to date. Phase III is in the preliminary planning stages and includes extending the park through the City upstream to Alvarado Park outside the City. The Park District has also conducted a study on trail feasibility that explores the land use, environmental, and economic benefits of a greenway system (Stone, 1995).<sup>1</sup>

In addition to park facilities, two museums are open to the public and provide cultural

<sup>1</sup> De Stabler, Jordan, "A Greenway Proposal for Wildcat and San Pablo Creeks," U.C. Berkeley graduate thesis, December 1992.



resource information. Both museums are located at One Alvarado Square. The first includes the Blume House and a barn. The Blume House is an early 1900s farmhouse that was transported to One Alvarado Square for restoration. The home and barn are filled with historical artifacts from the early 1900s. The second museum is the Alvarado Adobe. The adobe is a California Historic Landmark (plaque No. 512) that marks the location and the 1978 reconstruction of this Mexican-era adobe. Former Mexican Governor of California, Juan Bautista Alvarado, lived in the Adobe from 1849 until his death in 1892.

### GOAL 3.4

#### RECREATION AND PARK FACILITIES

TO PROVIDE AN EXPANDED, HIGH QUALITY AND DIVERSIFIED PARK SYSTEM WHICH ALLOWS VARIED RECREATIONAL OPPORTUNITIES TO ALL OF THE CITY'S PRESENT AND FUTURE RESIDENTS.

This section offers strategies for meeting the recreational needs of the community. Included here are recreational facility standards, guidelines for developing a Parks and Recreation Master Plan and a Davis Park Mater Plan, and strategies for working with local agencies to meet the community's recreational needs.

Insert Graphic...

Insert Graphic...

#### Policy CF 4.1:

##### Quantity of Park Facilities

Achieve a balance of 3.0 acres of improved parks per 1,000 population, and 1.5 square feet of recreational building per 1,000 population (37,500 square feet) as the City's performance standard for park and recreation facilities.

#### Policy CF 4.2:

##### Existing Park Quality

Improve and upgrade existing park facilities to increase park utilization and safety.

#### Policy CF 4.3:

##### Private Facilities

Encourage the development of private facilities with the objective of increased

proximity and the types that meet the communities recreation, social and cultural needs.

#### **Action CF 4.A:**

##### **Recreation and Parks Master Plan**

Develop and implement a city-wide community based Parks and Recreation Master Plan which surveys the local residents and evaluates existing parks, recreation and public facilities. Based on local opportunities and limitation, the Plan shall recommend a City and Redevelopment strategy for fulfilling the community's active and passive recreation needs. The assessment and master plan should include but not be limited to the following components:

- Clearly defined categories for facilities such as parks, recreational buildings, schools, private recreational facilities and open space areas to determine which facilities are applicable to the performance standards;
- An assessment of existing and future parks and recreational needs including neighborhood parks and facilities;
- Identification of, and planning for, the needs of special user groups such as children, the City's multi-cultural population, the disabled and the elderly in park and recreation facility development;
- Identification of potential linkages and access between City park and recreation facilities and open space areas such as creeks, urban open space and nearby regional park facilities;
- Development of an action plan to prioritize the City's needs, identify preferred sites for new facilities and recreation programs, identify staffing needs, plan for acquisition and improvements and the establishment of

a schedule for acquisition, development and maintenance of existing and future facilities;

- Development of an aggressive financing strategy for park and recreational facilities, including the aggressive pursuit of grant funding;
- Cooperative agreements with WCCC School District and Contra Costa College as identified in accompanying actions; and
- A planning and improvement approach for Davis Park (Davis Park Master Plan-Action 4.G).

#### **Action CF 4.B:**

##### **School District Partnership**

Actively pursue cooperative efforts with the West Contra Costa Unified School District to develop joint-use neighborhood park facilities as part of or adjacent to schools. Discussions should include the coordination of recreational programs and community programs from within the existing facilities and working with the district to enhance facilities through partnership agreements with the MRAD school funding, improvement and maintenance program.

#### **Action CF 4.C:**

##### **Contra Costa College**

Develop a formal agreement with Contra Costa College to coordinate and expand public access to college recreational facilities.

#### **Action CF 4.D:**

##### **Redevelopment Agency**

Utilize the City's redevelopment efforts to acquire land and funding opportunities for new park and recreational facilities with specific attention to high priority sites identified in the Recreation and Parks Master Plan.

#### **Action CF 4.E:**

##### **Recreational Facilities**

Review proposed public and private



recreational facility proposals to ensure the creation of improved indoor facilities (such as indoor ball courts and swimming) and outdoor facilities (such as soccer and ball fields).

**Action CF 4.F:**

**City Sponsored/Coordinated Events**

Encourage City-initiated, City-sponsored and City-coordinated special recreational events and programs, such as festivals and street fairs.

**Action CF 4.G:**

**Mini-Parks**

The City shall conduct a study to determine opportunities for the establishment of recreational mini-parks. Provisions should be made for all age groups in addition to opportunities for passive rest and recreation to meet the needs of the immediate community. Opportunities for involvement in the maintenance and security of the parks by organized residents (ie. associations), social service or institutional uses should be explored as well as innovative identification of funding opportunities (outside grants or the CBO grants). Particular attention and priority should be given to Old Town in coordination with the Old Town Special Area Committee.

**Action CF 4.H:**

**Davis Park Master Plan**

A professional Master Plan should be developed that targets Davis Park as a priority for improved park facilities, central location for planned events and programs, and the location of additional facilities such as a youth center. Improvements to the park should reflect the changing demographics of the local community and include but not be limited to the following:

- ▶ A planning and public outreach process that utilizes the accomplishments of the Old Town Special Area Committee;
- ▶ The relocation of the Corporation Yard to another more appropriate location;

- ▶ If possible the development of a Soccer/Football field in meeting the needs of the local population;
- ▶ Expansion of the park to Rumrill Boulevard and to 23rd Street. Expansion in the size of the park should be pursued as properties become available;
- ▶ An edge treatment fencing and landscaping plan for the park to screen out the adjacent residences;
- ▶ Identification and improved access improvements through signage and entry improvements;
- ▶ The improvement of safety within the park through lighting, improved access, maintenance and monitoring;
- ▶ Increased availability of park facilities (i.e. weekend use of bathroom facilities); and
- ▶ Maintenance and improvement plan for the creek.

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## GOAL 3.5

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### ARTS AND CULTURAL FACILITIES

#### TO STRENGTHEN THE IDENTITY AND QUALITY OF THE CITY'S DIVERSE NEIGHBORHOODS AND DISTRICTS.

---

Policies and actions within this section promote cultural, historic and artistic diversity within San Pablo. Provisions are included to encourage public art, support cultural events and celebrate the diversity of members of the community.

**Policy CF 5.1:****Recognition of Cultural Diversity**

Recognize distinct cultural and ethnic enclaves within the City as cultural and educational opportunities to San Pablo's citizens.

**Policy CF 5.2:****Linking Cultural Diversity**

Celebrate San Pablo's cultural diversity by improving public access to the City's multi-cultural resources, programs and facilities.

**Policy CF 5.3:****Historic Significance**

Preserve the rich history of San Pablo as the City experiences transition and redevelopment.

**Policy CF 5.4:****Access to the Arts**

Improve public access to the visual and performing arts by encouraging programs which brings the arts to the community.

**Action CF 5.A:****Multi-Cultural Recognition**

Incorporate multi-cultural components into the individual District Plans.

**Action CF 5.B:****Cultural Events**

Support the efforts of the community in the planning and organization of cultural events, festivals and education.

**Action CF 5.C:****Alvarado District Master Plan**

Within the Alvarado District Plan, include improvements that reflect the historic and cultural values of the community.

**Action CF 5.D:****Public Works Improvements**

Incorporate historic precedents and design characteristics into public works and public facility improvements.

**Action CF 5.E:****Public Art**

Promote the creation of public art within the

community that reflects the multi-cultural values of the community. As appropriate, incorporate public art works into the City's development and redevelopment efforts. Specific attention in the location and placement of public art should be made at community centers, at areas of high pedestrian activity or at gateways into the community.

**GOAL 3.6****SPECIALIZED PUBLIC FACILITY NEEDS**

TO PROVIDE THE CITY'S INDIVIDUAL DISTRICTS WITH SPECIALIZED PUBLIC FACILITIES WHICH ENHANCE AND DEFINE EACH DISTRICT'S IDENTITY, AND SUPPORT THE DISTRICTS'S SPECIFIC NEEDS AS A COMPONENT OF EACH DISTRICT PLAN.

Unique facility needs for individual Districts are discussed below. Facility needs are to be considered in conjunction with land use planning of Districts and Special Areas.

**Policy CF 6.1:****District Facilities**

As part of the enhancement and improvement for activities within the City, each of the following Districts and Special Areas shall be evaluated in order to identify existing facilities and potential new facility upgrades/improvements:

District 1:	Alvarado District
District 2:	Market Avenue
District 3:	Rumrill Boulevard
District 4:	San Pablo Dam Road
District 5:	Contra Costa Armory District
District 6:	El Portal Center/BART
District 7:	South Entrance
District 8:	23rd Street
Special Area A:	Brookside Hospital



Special Area B: Hillside District  
Special Area C: Giant Trade Center  
Business Park

**Action CF 6.A:**

**Public Facilities within Districts**

In conjunction with the land planning efforts for each District and Special Use Area, the City shall include the coordination of public facilities as a method to enhance and distinguish the unique characteristics for each area.

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# Environmental Resources Management Element



- 
- ☐ Introduction
  - ☐ Creek Areas
  - ☐ Hillside Areas
  - ☐ Air Quality
  - ☐ Hydrology, Groundwater and Water Quality
  - ☐ Vegetation and Wildlife
  - ☐ Energy and Resource Conservation
  - ☐ Cultural and Historic Resources
  - ☐ Open Space





## INTRODUCTION

### BACKGROUND

Since the City's General Plan was last updated and the 1973 Open Space and Conservation Element was completed, the City of San Pablo has experienced significant changes in terms of new development, redevelopment, population and quality of life. Like many surrounding communities and cities within the Bay Area, San Pablo continues to work with its citizens and local, State and federal agencies to balance economic growth with the potential environmental effects of urban development. In a "built out" city such as San Pablo, environmental effects may be felt as much from the social condition of the community as from the direct physical effects of urbanization. The challenge for the City is to preserve and enhance what limited natural areas and features do exist, prevent the proliferation of environmentally adverse conditions or practices, and generally enhance the quality of life for residents through the natural and urban environment.

### ELEMENT ORGANIZATION

This element establishes the overall goals, policies and implementing actions that relate to the preservation and enhancement of open space

and the conservation of natural resources. As an expression of policy and community awareness, this Element considers the following:

The preservation and enhancement of natural resources, including:

- ◆ Creek Areas
- ◆ Hillside Areas, Ridgelines and Views
- ◆ Air Quality
- ◆ Groundwater and Water Quality
- ◆ Vegetation and Wildlife
- ◆ Energy and Resource Conservation, and
- ◆ Cultural and Historic Resources

This element also addresses the recognition and enhancement of urban and rural open space systems, including:

- ◆ City-Wide Open Space Issues
- ◆ Urban Open Spaces
- ◆ Urban/Rural Linkages
- ◆ Open Space as a Natural and Social Resource

As a built-out urban community, San Pablo has certain limitations in terms of preserving existing open space areas. However, through the public input process, the community recognizes several key open space (both urban and rural) features that are part of a larger open space system. This includes looking at both the physical and social characteristics that are available to the community, and linking these key features into a balanced system of open and urban amenities.

### CONSISTENCY WITH STATE PLANNING LAW

For clarification purposes, this Element shall fulfill the requirements as set forth for an Open Space Element, and will herein be referred to as the Environmental Resources Management Element. California State law requires that an Environmental Resources Management (Open Space) Element be prepared as one of the seven mandatory elements of a General Plan (Government Code 65302{e}). Government

Code section 65560 et. seq. outlines the statutory requirements that govern open space elements. More specifically, the section describes the legislative intent for establishing an Environmental Resources Management (Open Space) Element is as follows:

"It is the intent of the Legislature in enacting this article to ensure that cities and counties recognize that open-space land is a limited valuable resource which must be conserved wherever possible; and to ensure that every city and county will prepare and carry out open space plans which, along with state and regional open space plans, will accomplish the objectives of a comprehensive open space program."

Correspondingly, Government Code section 65302(d) requires that all General Plans include a "...Conservation Element for the conservation, development and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals and other natural resources." The Government Code expresses the importance of water conservation and coordination with local water agencies, and also stipulates the requirements for General Plans to identify opportunities to manage mineral resources.

This Element has been prepared in conformance with the requirements and intent of the Government Code.

#### **INTEGRATION OF THE OPEN SPACE ELEMENT AND CONSERVATION ELEMENT**

In function and content, the State-required Open Space Element and Conservation Element often overlap. The Conservation Element is oriented toward the management of natural resources to prevent waste, destruction or neglect. The Open Space Element, in contrast, emphasizes open space as a land use and requires that preservation and management of natural resources be considered in land use planning

and decision-making. In this regard, the City of San Pablo shall combine both of these statutory elements into one element, noted above as the Environmental Resources Management Element.

This combined Open Space, Natural Resources, and Conservation Element describes natural resource conservation practices within the State-designated types of open space described below, meeting the requirements of both mandatory elements.

#### **STATE CLASSIFICATION OF OPEN SPACE**

State law requires that four types of open space be analyzed in the Open Space Element: open space for the preservation of natural resources; open space for the managed production of natural resources; open space for outdoor recreation; and open space for public health and safety. It is the intent of State law that cities preparing general plans recognize open space as a limited and valuable resource to be conserved whenever possible. Any action by the City to acquire, dispose of, or regulate the use of open space lands in any of these categories must be consistent with this Element.

#### **CROSS-REFERENCES TO OTHER ELEMENTS**

Open space for outdoor recreation is fully discussed in the Circulation and Public Facilities Element as a function of Parks and Recreation, as are water supply and conservation. Issues concerning open space for public health and safety are fully addressed in the Public Safety and Related Services Element. Preservation of historic resources is also considered in the Land Use, Physical Design and Economic Development Element.



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## CREEK AREAS

The three creeks which traverse the City of San Pablo (Rheem Creek, San Pablo Creek and Wildcat Creek) serve multiple functions, and have been identified by the community as important open space and environmental resources worthy of protection and enhancement. Each creek is described in detail within the Hydrology and Water Quality discussion. For our purposes here, however, the creeks are discussed only in terms of open space opportunities, natural areas and linkages.

Traversing the City generally from east to west, the three creeks represent linear open space opportunities and riparian habitat within an otherwise urban setting. This is particularly true for San Pablo Creek and Wildcat Creek, which have longer segments of natural channel and a greater diversity of vegetation. In contrast, Rheem Creek is a channelized stream with more limited open space opportunities.

Over time, the city's watercourses have experienced problems which are typical,

unfortunately, of urban streams. Illegal dumping, irregular maintenance, pollution from urban runoff, and serving as a refuge for crime and the homeless are all factors which have made the urban creeks a challenge in terms of planning them for usable space. Through community consensus building, however, it is apparent that the creeks are a planning priority in terms of open space, recreation and habitat, as reflected in the following policies and implementing actions.

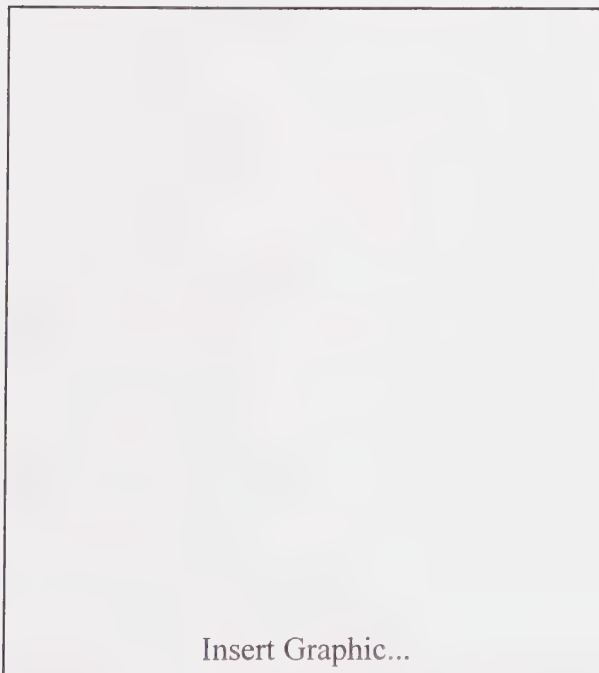


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## HILLSIDE AREAS

The "hillside zone" is comprised of steep to moderate sloping hillside areas in two locations: (1) the eastern and southeastern portions of the City on the northwestern flank of San Pablo Ridge, generally above 100 feet elevation, mean sea level datum (msl), and (2) the northern portion of the City, generally above elevation 60 feet msl. Slope is commonly over 15 percent gradient, with some areas in excess of a 30 percent gradient. The hillside and ridge line of Oak Park are significant natural features in this zone.

The hillside zone, much like the creek areas, was repeatedly identified as key open space opportunity through the public participation process. The hillside zone is consistently viewed as a significant city feature, providing view opportunities, undeveloped slopes, regional park access, and a unique rural residential neighborhood character within an otherwise densely populated city. As a result of this recognition, the following goals, policies and implementing actions have been prepared which respond to the city's vision for the hillside zone:



## AIR QUALITY

As with other cities in the Bay Area, San Pablo is concerned with outdoor levels of ozone ( $O_3$ ), carbon monoxide (CO), and particulate matter ( $PM_{10}$ ). These pollutants are of concern because the Bay Area Air Basin, in which San Pablo is located, does not meet either the federal or State standard for each of these pollutants. (The federal and state standards are discussed in the Environmental Background Report.) San Pablo and the Bay Area meet both the federal and State standards for other pollutants that could be of

concern – nitrogen dioxide ( $NO_2$ ), sulfur dioxide ( $SO_2$ ) and lead (Pb). Information relative to these pollutants is not discussed in detail, considering their attainment status.

The Bay Area Air Quality Management District (BAAQMD) regional air quality monitoring network tracks the outdoor levels of pollutants. Table IV.K.1, *Richmond Air Pollutant Summary*, contained within the Draft General Plan Environmental Impact Report, is a five-year summary of the highest annual pollutant concentration levels, collected at the BAAQMD's air quality monitoring station on 13th Street at Costa in Richmond. This station is immediately adjacent to the San Pablo city limit, so the results give a good indication of what outdoor air quality is like in San Pablo. In Table IV.K.1, the air pollutant levels are compared with the State air quality standards. Levels which exceed the State standards are highlighted in the table.

The data reported in the Background Report can be summarized as follows:

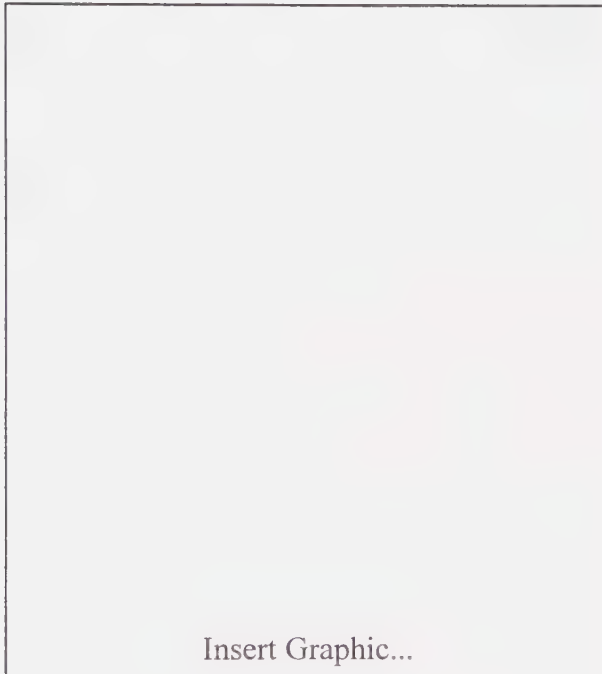
- ▶ The state ozone standard and the Federal ozone standard have both been violated on one day over the past five years at the Richmond 13th Street monitoring station;
- ▶ The State and federal carbon monoxide standards have not been violated over the past five years at the Richmond 13th Street monitoring station; and
- ▶ The state particulate matter standards have been violated regularly at the Richmond 13th Street monitoring station during the past five years. The federal particulate matter standards have not been violated at the Richmond station over the past five years. In addition, particulate matter concentrations are likely to increase in the future due to an overall increase in vehicle miles traveled within the region.

The results in the table indicate that air quality in the San Pablo area is generally good, although



levels of particulate matter will continue to be a concern. Although carbon monoxide levels at the monitoring station are lower than the State standard, carbon monoxide could still be a concern in certain "hot spots," such as congested intersections.

Ozone is more of a regional issue. Because the entire region is not meeting the State standard for ozone, this pollutant remains an issue in the city due to land uses or other activities by which San Pablo could be contributing toward the regional ozone problem.



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## HYDROLOGY, GROUNDWATER AND WATER QUALITY

### HYDROLOGY

The City of San Pablo is located within three watersheds, identified (north to south) as Rheem Creek, San Pablo Creek and Wildcat Creek. Each creek trends in a roughly westerly direction

across the city.

*Rheem Creek* is a small intermittent stream with a small watershed under two square miles confined to the Bayview District and northern part of the Rumrill and Sheffield District. It is channelized in approximately 50 percent of its length in San Pablo.

*San Pablo Creek* is a perennial (year-round) watercourse and *Wildcat Creek* is an intermittent stream. Both creeks are almost entirely open channels (culverts in only five percent of the channel) in a natural state. Wildcat Creek is included as part of a riparian corridor and regional trail system in the current *General Plan*. Both Wildcat Creek and San Pablo Creek have their headwaters in the hills east of San Pablo. San Pablo Creek is the larger watercourse, draining an area of approximately ten square miles. It is regulated in the upper watershed by two dams: Briones Dam and Reservoir, and San Pablo Dam and Reservoir. Wildcat Creek is largely unregulated; two small impoundments (places where the water is confined), Jewel Lake and Lake Anza, are located in Tilden Regional Park. Wildcat Creek has a drainage area of approximately eight square miles. The City occupies only the lower portions of both watersheds. Within the City of San Pablo, the two creeks parallel one another, and in places are as close as 500 feet apart. There are no impoundments on any of the creeks within San Pablo.

All three watercourses have open channels within the City. Stream courses in San Pablo are maintained by the City, with debris clearing and repair of erosion control devices generally occurring in August in advance of the flood season (Federal Emergency Management Agency, 1993).

There are no lakes or large water bodies within the City.

## Precipitation and Runoff

Average annual precipitation in San Pablo is 20 inches, and 22 to 26 inches in the upper watersheds east of the city (Rantz, 1971). As is typical throughout California, a wide range in annual precipitation is characteristic from year to year. In addition, precipitation is strongly seasonal in nature. Generally, approximately 90 percent of the precipitation is received in the November - April period (Rantz, 1971). The rainy period is typically characterized by a series of frontal storms advancing east from the Pacific Ocean and lasting from three to six days. Summers are typically drought-like. Occasional thunderstorms occur in the spring, summer and early autumn, but are relatively infrequent.

Runoff in the hills is relatively rapid because of steep slopes and clay soils. Runoff from the flat lowlands is slower because of gentle slopes. Runoff flows into the City streets, is collected in storm drains and is discharged to the creeks. Some infiltration into the ground occurs, but because the City is largely developed with a high proportion of impermeable surface (surfaces that do not allow the water to pass through, such as streets and parking lots), runoff is relatively high.

## GROUNDWATER

Groundwater is variable across the City. The bedrock and thin soils of the hill areas are poor sources of groundwater. Much of the alluvium that underlies the lowland areas of the City is capable of transmitting groundwater. Beds of varying transmissivity characteristics are present within the alluvium. Where gravel and coarse sand materials are abundant, the beds have good transmissive characteristics both for downward percolation of water and lateral migration. Where a bed of such character is saturated, it is called an *aquifer*. In general, several aquifers are present in the alluvium apron surrounding San Francisco and San Pablo Bays (Helley et al., 1979).

Small water wells tapping groundwater generally

penetrate to shallow aquifers. The shallow aquifers are especially susceptible to potential salt water intrusion, in particular in areas close to the Bay. Where the clay content is high, the transmissive characteristics are reduced, preventing both downward percolation and lateral movement of water. Recharge (percolation back to the water table) probably is concentrated in the immediate near-stream areas where open space is present.

## WATER QUALITY

Few data are available on water quality in creeks in San Pablo. Pollution in the creeks would come from point and nonpoint sources. Point sources, commonly consisting of effluent discharges from industrial facilities and municipal wastewater systems, are regulated under the Clean Water Act (The Federal Water Pollution Control Act of 1972) through discharge permitting requirements as set forth under the National Pollutant Discharge Elimination System (NPDES). Although no such discharges occur within City limits, San Pablo's creeks may nonetheless be affected by upstream discharges. An NPDES permit has been required for every point source of pollution discharging into watercourses. Specific waste discharge requirements are established in each NPDES permit. The NPDES permit requirements are mandated by the State of California Regional Water Quality Control Board, and in San Pablo specifically by the San Francisco Bay Regional Water Quality Control Board. As a result of the NPDES permitting system, substantial improvement in surface water quality has occurred throughout the Bay Area.

Pollution from nonpoint sources has been more difficult to manage. These sources include general pollutants entrained in runoff from streets, open areas, and urban lands in which runoff is not collected and directed into a wastewater treatment plant. As is typical of urban areas, nonpoint pollution is likely to come from fairly common sources including sediment, trash and debris, metals, salts, hydrocarbons,



volatile organic compounds, grease and oils, bacteria, herbicides and pesticides, and fertilizers. Industrial areas may include a variety of other toxic and hazardous substances as well. San Pablo is a highly developed area, and major pollutant source areas include vehicle-accessible points along Wildcat Creek, industrial areas along Giant Road, large parking lots at two commercial centers, and San Pablo Avenue, 23rd Street, and Rumrill Boulevard (Woodward-Clyde, 1993).

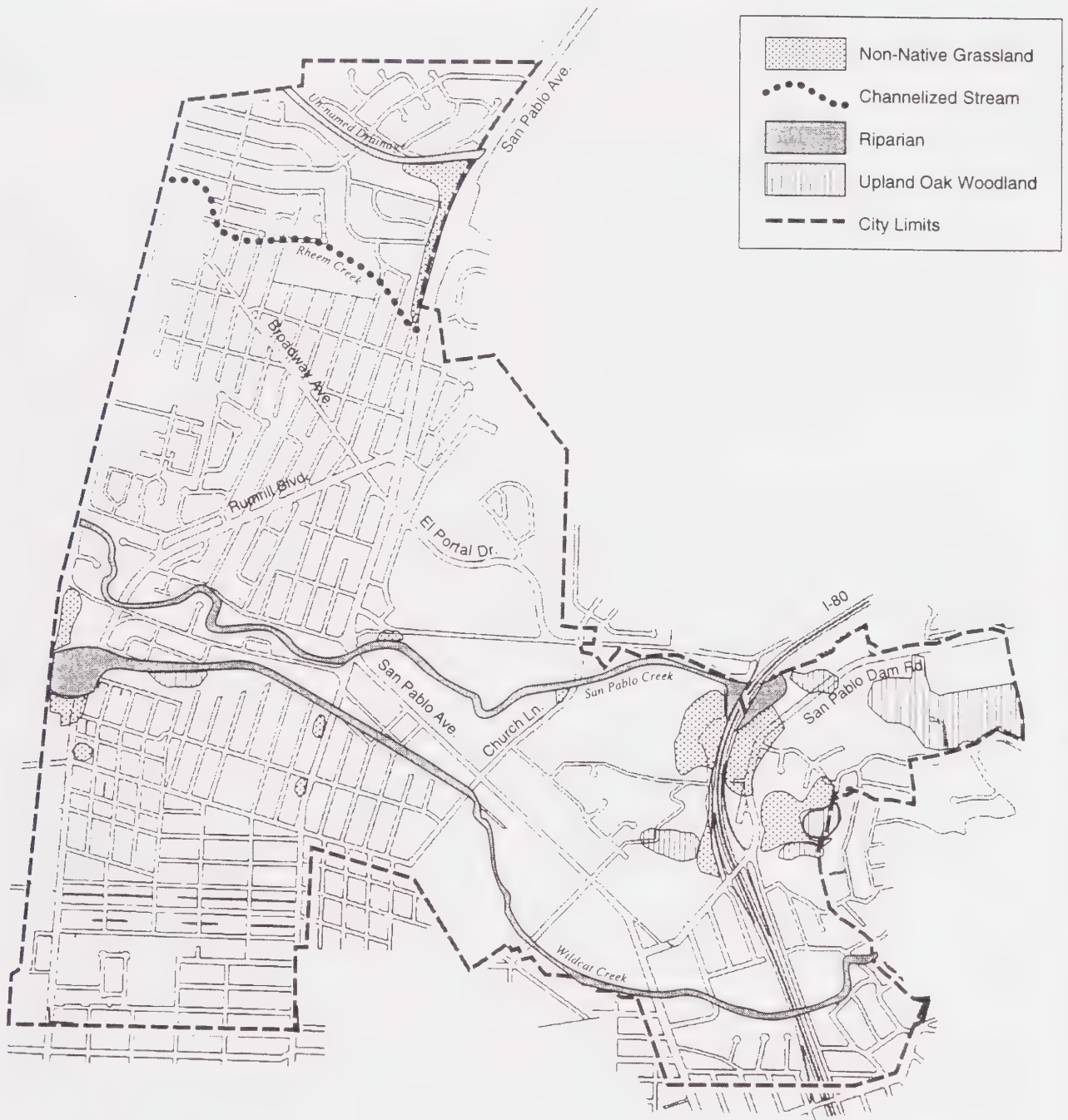
The Contra Costa County Stormwater Pollution Control Program includes provisions for a model ordinance, identification of Best Management Practices (BMPs), extensive public education and public awareness, pollutant source identification and water quality measurement, elimination of illicit discharges, structural and nonstructural controls for commercial and residential area, controls for industrial facilities, controls for new development and construction sites and other elements (Woodward-Clyde, May 1993).

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## VEGETATION AND WILDLIFE

The City of San Pablo is located near the southeast side of San Pablo Bay, north of San Francisco Bay. The region supports coastal vegetation including salt and freshwater marshes, coastal prairie, riparian woodlands, upland woodlands, and coastal scrub.

Overall, the City is highly urbanized with few undeveloped areas, and contains only remnants of native vegetative communities. **Figure 4.1** shows the vegetative communities within the City.



Source: Environmental Science Associates

**Figure 4.1**  
Biological Resources

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## RESOURCES ALONG WATERWAYS

Four waterways, running generally from east to west, cross the City and constitute the City's major biological resources. These include Wildcat Creek, San Pablo Creek, Rheem Creek, and an unnamed drainage at the northern end of the City. Wildcat Creek originates on the eastern side of the Berkeley Hills and runs through Wildcat Canyon down to Wildcat Creek Marsh, with a total length of 11 miles. Both Wildcat Creek and San Pablo Creek have undergone downstream flood control modifications by the Contra Costa Flood Control and Water Conservation District and the U.S. Army Corps of Engineers. Typical species along Wildcat Creek include willow and coast live oak, intermixed with boxelder, elderberry, California bay, coyote brush, blackberry, watercress, and poison oak. The riparian strip along the creek is generally between 75 and 100 feet wide within the City, except on the west end of town, between Rumrill Boulevard and the AT & SF railroad, where the creek supports a riparian band of oaks measuring between 150 and 200 feet in width. Small strips of non-native grassland, dominated by soft chess, ripgut grass, wild oat, foxtail, and perennial ryegrass, occur to either side of this wooded area. Davis Park is located along the southern edge of Wildcat Creek in the vicinity of 19th Street.

Residential parks and disturbed areas provide little habitat for wildlife except for those species adapted to human habitation, such as starlings, golden crowned sparrows, and rock pigeons. These areas do not provide habitat for the larger mammalian species nor for predators, except as possible movement corridors. This habitat occurs in developed and/or partially developed areas.

*Helminthoglypta nickliniana bridgesi* (no common name), a federal Category 2 candidate snail, was located along San Pablo Creek in 1950 (CNDDDB, 1995). This species tends to colonize under rock piles, tall grasses and weeds. No other special status animal nor plant species have

been reported to occur within the City, according to the California Natural Diversity Data Base. Special status species that have limited potential to occur within the City include burrowing owl, Cooper's hawk, American badger, Greater western mastiff-bat, Pacific western big-eared bat, southwestern pond turtle, California red-legged frog, Foothill yellow-legged frog, western spadefoot toad, Monarch butterfly, San Francisco owl's clover, and Hospital Canyon larkspur.

The Great White egret, which has been informally spotted along San Pablo Creek, is a California Species of Concern. If the egret is nesting along the creek, the nesting habitat would be considered sensitive.

A number of special status species occur west of the City within the coastal and salt marsh habitats of the Bay (e.g., California black rail, California clapper rail, Caspian tern, salt marsh harvest mouse, salt marsh wandering shrew) and east of the City along El Sobrante and San Pablo ridges and in El Sobrante Valley (Alameda manzanita, Santa Cruz tarplant, Brewer's western flax).



Insert Graphic...

## ENERGY AND RESOURCE CONSERVATION

### SOURCES OF ENERGY

Oil, natural gas, nuclear and hydroelectric resources supply most of the power consumed in California. Oil provides about 54 percent of the state's energy need, while natural gas provides about 31 percent (California Energy Commission, 1990). The remaining 15 percent of the state's energy need is provided by nuclear and hydroelectric power, and by other sources, such as solar power. The two major end-uses of energy are fuel for transportation and electricity.

### EXISTING ENERGY RESOURCES

Pacific Gas and Electric (PG&E) supplies electricity and natural gas to the City of San Pablo. San Pablo receives electricity through distribution lines from four electrical substations outside the City's limits. Currently there is spare capacity of electricity and natural gas serving the city. Electricity and natural gas infrastructure

needs are typically determined with individual projects; with enough lead time PG&E can service the infrastructure needs of new development (Gabriel, 1995; Gore, 1995).

Average household energy expenditures in Contra Costa County have increased substantially during the past ten years. This increase is especially difficult for low-income residents whose household energy expenditures currently consume up to 20 percent of their gross income. In contrast, moderate- and high-income residents only spend two to five percent of their gross income on energy.

There is potential for reducing essential consumption of conventional energy sources in Contra Costa County. A building designed to be energy efficient will use only one-third to one-fifth as much overall energy per square foot as a typical existing building of the same design. Using a combination of conservation and solar technologies, the energy used can be reduced by 90 percent or more (City of San Pablo, 1993).

### NONRENEWABLE RESOURCES

Nonrenewable resources such as fossil fuels are considered scarce in the long term since they are finite. Many conservation measures rely on voluntary individual behavior for implementation, although some measures have the support of governmental bodies. For example, State law requires the incorporation of energy conservation features in the design of all new site development and construction.

### ENERGY REGULATIONS

The energy consumption of new buildings in California is regulated by the State Building Energy Efficiency Standards, embodied in Title 24 of the California Code of Regulations (California Energy Commission, 1981). The efficiency standards apply to new construction of both residential and non-residential buildings, and regulate energy consumed for space heating,

cooling, ventilating, water heating, and lighting. The building efficiency standards are enforced through the local building permit process.

Future growth in the City could result in future increases in the use of energy, including energy from nonrenewable sources. However, the potential for development or redevelopment presents opportunities to reduce or minimize energy use. For example, development that is transit-oriented would allow for less use of the automobile. Construction of new buildings would allow for incorporation of the efficiency standards in Title 24. Redevelopment or building renovation would allow for increased efficiency, and reduced energy costs. In addition, the City's current tree planting program provides opportunities to reduce or minimize energy use by increasing shade during the summer.



## CULTURAL AND HISTORIC RESOURCES

### PRE-HISTORY AND NATIVE AMERICANS

The western edges of Contra Costa and Alameda Counties have long been regarded as an important locale for investigations of northern California prehistory. The Richmond shoreline was an excellent location for long-term, prehistoric settlement. The immediate environs provided a plentiful, diversified and easily exploited supply of floral and faunal foodstuffs. The year-round weather was reasonable and the many creeks and springs provided a steady water supply. Recent archaeological investigations for the U.S. Army Corps of Engineers led to the discovery of previously unknown prehistoric sites along San Pablo Creek (ESA, 1993).

At the time of historical contact (circa 1769 A.D.) with Europeans, the East Bay was occupied by the Costanoans, a term which designates a people as well as a linguistic family consisting of eight language groups. The Costanoans who



inhabited the western part of present-day Contra Costa and Alameda Counties spoke the Chochenyo language and were organized into six ethnic societies or tribelets. San Pablo lies within the xucyun or Huchiun tribelet territory; its borders are defined by the San Francisco Bay on the west, Rodeo Creek in the north and Temescal Creek in the south. Although the eastern boundary is vague, the Huchiun are believed to have inhabited all the land within the present-day cities of Richmond, San Pablo and El Cerrito (ESA, 1993).

### **SPANISH PERIOD (1769-1822)**

The Spanish first encountered the Huchiun in present-day Marin County in 1775. In the spring of 1776, Spanish settlers arrived in Monterey, California, from Sonora, Mexico, under the command of Juan Bautista de Anza. By the fall of that year, de Anza built Mission Francisco de Asis (Mission Dolores) on a settlement site at the northern end of the San Francisco peninsula (ESA, 1993).

While early "converts" appear to have come from the villages surrounding the mission, throughout the late- 1770s and 1780s the Spanish began forcing Costanoan people into the mission system from dozens of locations throughout the San Francisco Peninsula. Although only small groups of East Bay natives were affected by this practice, by 1794 the situation changed and large numbers of Huchiun began to appear in the mission's baptismal records.

By 1800 several food-producing outposts supervised by the missions were founded throughout the Bay Area. Between 1813 and 1817, the Mission Dolores priests established Rancho San Ysidro, in the former Huchiun territory, utilizing the entire plain south from San Pablo to Emeryville for plantings and sheep pasture (ESA, 1993).

### **MEXICAN PERIOD (1822-1848)**

Throughout the Spanish era most of the land of Alta California remained under sovereign domain; it was not until the Mexican period that the government systematically began granting large parcels of land to individuals. Sixteen such land grants were issued in Contra Costa County, including the 17,939-acre Rancho San Pablo (ESA, 1993).

In 1823, Francisco Maria Castro applied for and was provisionally granted the lands of Mission Dolores' Rancho San Ysidro (Rancho San Pablo) by Governor Louis Arguello. The borders of Castro's Rancho San Pablo extended from Pinole Creek in the north, the first ranges of the San Pablo Hills in the east, Cerrito Creek in the south and the San Francisco Bay in the west.

For nearly twenty years, the Castro family lived in the former Ranch San Ysidro headquarters, located between San Pablo and Wildcat Creeks in the present-day City of San Pablo. During the late 1830s, Don Francisco's son, Juan Jose, constructed his house in the present-day unincorporated community of North Richmond, on the north bank of Wildcat Creek between 5th and 6th Streets. Damaged during the 1856 earthquake, the adobe was in ruins by 1860.

By 1842 a new Castro family home had been constructed between Wildcat and San Pablo Creeks at the present-day intersection of San Pablo Avenue and Church Lane in the city of San Pablo. California Historic Landmark plaque No. 512 marks the location and the 1978 reconstruction of this Mexican-era adobe at Alvarado Square (ESA, 1993).

## AMERICAN PERIOD (1848-PRESENT)

After the signing of the Treaty of Guadalupe-Hidalgo in 1848, California became part of the United States. In 1851, under the Gwin Act, a commission was established to settle disputes arising over the validity of Mexican land grants (ESA, 1993).

In 1852, Joaquin Castro asked the Commissioners to verify family ownership of Rancho San Pablo; title to the Rancho was not cleared until 1894. During the more than forty years, newcomers settled on the Rancho, rustling cattle and staking-out homesteads.

The Americans who settled on Rancho San Pablo land during the second half of the nineteenth century engaged in the tallow, hide and cattle trade, much like the Mexican ranchers before them, while wheat farming became the principle agricultural pursuit throughout Contra Costa County. The population explosion following the Gold Rush made San Francisco a ready market for East Bay grain, which was shipped from Point Isabel in Richmond and later from Ellis Landing.

During World War II four naval shipyards and related industrial uses were operating in the Bay Area, including one in Richmond. The San Pablo and Richmond area experienced a rapid increase in population as a result of these wartime industries. After the end of World War II the City of San Pablo incorporated in 1948.

## RECORDS SEARCH

Cultural resources include Archeological (or Pre-Historic) and Historic resources. History in the Bay Area began at the time of European contact with Native Americans. A records and literature search was conducted for cultural resources in the City of San Pablo. The survey revealed a number of cultural resources, including: 6 recorded archeological sites (generally near creeks within the City) and 14 historical resources listed on either local, State, or federal listings (Compass, 1995). Historic resources

listed on the Contra Costa County Historic Resources Inventory for the City of San Pablo are included within **Appendix A** of the General Plan. One historical resource, 1901 Church Street "Old Rectory," was listed by the State Office of Preservation and is not included in the County inventory.

The City of San Pablo initiated a Historical/Archaeological Preservation Element Study in 1979 "in order to mitigate the impacts of growth and development on prehistoric and historic cultural resources within the municipality". Of the 4,193 structures evaluated, 41 were determined to be historically and/or architecturally significant. **Figure 4.2** shows the location of those structures.

Not all of San Pablo has been studied for archaeological resources and many areas could reveal such resources. In addition, the State Office of Historic Preservation has determined that some buildings and structures 45 years or older may be of historic value. Depending on a resource's significance, cultural resources may be eligible for inclusion on lists kept by the State Office of Historic Preservation or the National Register of Historic Places. Development or redevelopment of areas within San Pablo should be conscious of the potential of disturbing or destroying cultural resources.



**Figure 4.2**  
Historically and/or Architecturally  
Significant Structures (1979 Survey)

Source: Environmental Science Associates

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## GOAL 4.1

### NATURAL RESOURCE PROTECTION

**PRESERVE AND ENHANCE THE CITY'S EXISTING PHYSICAL ENVIRONMENTAL RESOURCES, INCLUDING ALL CREEKS, HILLSIDES, AIR QUALITY, GROUNDWATER, VEGETATION AND WILDLIFE, ENERGY AND HISTORICAL SITES.**

This section addresses a broad range of natural resource related topics. Discussed here are city-wide resource issues, creeks, hillside areas, air quality, groundwater and water quality, vegetation and wildlife, energy and cultural historic.

#### CITY-WIDE RESOURCE ISSUES

##### **Policy ER 1.1: Environmental Resource Education**

A community-wide education program shall be developed with the intent to inform members of the community on the values of maintaining environmental resources. The environmental education program will provide opportunities to participate in specific local programs to preserve and protect the environment.

##### **Action ER 1.A: Community Level Environmental Resource Information/Education:**

The City shall create a multi-lingual public education program as defined in the General Plan overarching policy implementation section which shall include the following Environmental Resource protection and conservation strategies:

- ▶ West Contra County School District Education Programs;
- ▶ Recommended options for reducing water consumption, erosion hazards along the creeks and hillsides, methods

to reduce potential for home and wild fires, and the location and access to local and regional parks and open space;

- ▶ Recycling locations, programs, and benefits;
- ▶ Automobile trip mitigation program opportunities;
- ▶ Air Quality Improvement Programs;
- ▶ Creek Preservation/dumping remediation reporting programs (i.e. notification and rewards program);
- ▶ Energy Conservation techniques;
- ▶ Solid waste source reduction strategies;
- ▶ Encouragement of community ownership of the creeks as a valuable natural resource, and as a unique open space asset and potential open space corridor; and
- ▶ Relationship with and availability of the East Bay Regional Park District.

#### CREEKS

##### **Policy ER 1.2: Creek Designation**

Primary Creeks (Rheem, Wildcat and San Pablo) shall be treated as physical amenities to define neighborhoods and districts throughout the City.

##### **Policy ER 1.3: Creek Maintenance, Management and Improvements**

The City shall pursue public and private partnerships in the maintenance, management and improvement of Creek areas towards enhancing community image.

**Policy ER 1.4:****Protection of Creeks Natural Character**

As a defining feature, the City shall encourage flood control improvements along appropriate Creek corridors which preserve the natural characteristics of the Creek. Such characteristics include trees and riparian vegetation and unchannelized banks wherever feasible.

**Policy ER 1.5:****Historic Habitat Recognition**

The City shall recognize, protect and encourage the linkage of Creeks to historic habitat values, both within the City and within up- and down-stream areas.

**Policy ER 1.6:****Multi-Use Creek Corridor Prioritization**

Support a multi-use concept for creek corridors that incorporates linear open space uses, neighborhood definition and riparian habitat protection, flood control, and recreation needs of the greater San Pablo Community. Evaluation and feasibility for future creek improvements shall be prioritized as follows: (1) Wildcat Creek, (2) San Pablo Creek, and (3) Rheem Creek.

**Policy ER 1.7:****Groundwater Recharge**

Protect important groundwater recharge areas, particularly creeks and creek sides from encroachment of urban development.

**Action ER 1.B:****Creek Improvement Partnerships**

The City will actively work with private property owners, East Bay Regional Parks District (EBRPD), US Army Corp of Engineers (COE), Department of Fish and Game (CDFG) and related agencies to establish a Creek Linkage and Improvement Program (CLIP). This program is intended to provide for pedestrian/bicycle access to the Creek corridors, while preserving the natural integrity of the area.

**Action ER 1.C:****Create a Creek Linkage and Improvement Program (CLIP):**

Subsequent to adoption of the General Plan, the City shall establish a Creek Linkage and Improvement Program (CLIP). The CLIP is intended to provide a strategic framework for the acquisition of land and/or easements along the primary Creek corridors for a comprehensive trail and neighborhood park linkage program; for acquisition, restoration and maintenance.

- ▶ The CLIP shall identify and prioritize parcels along the creeks that:
  - are vacant and are at risk of being developed
  - are causing erosion control problems
  - are points for chronic dumping
  - are vacant and un-developable
  - or could provide the greatest opportunity to meet the goals of the CLIP, and the Parks and Recreation Master Plan. Open space properties shall be purchased as prioritized within the OSAEP.
- ▶ The CLIP shall include setback standards for buildings, fences, roads and activity areas; dedication requirements for trail right of way; guidelines for re-vegetation of native species; pollution control measures; and a detailed design package for signs, construction materials, lights, railings, bridges, furniture etc. All improvements shall be designed in a manner that allows maximum pedestrian access with minimum impact to the natural state of a creek. Creek improvements shall use natural materials and maximize native plantings;
- ▶ As part of the CLIP or as separate design guidelines, the City shall adopt policies to insure appropriate development within the Creek corridors, which will



consider such items as compatibility of construction near creeks in terms of scale, setback, orientation, access, uses and character;

- ▶ The CLIP shall identify where there are possibilities to have connecting foot trails along the creeks and where there are opportunities to purchase properties for creekside mini-parks;
- ▶ The CLIP will work with property owners along the creek and the Police Department to develop directions for safety and surveillance along the creeks;
- ▶ As a component of the CLIP, develop a coordinated creek code-enforcement program that provides opportunities for community involvement in reporting code violations and maximizes the penalty for such violations. The program shall include a reporting hotline, warning signs at chronic dumping points, and coordination between the Code Enforcement Department, Public Works and the Police Department.

#### **Action ER 1.D:**

##### **Urban Design**

The City shall include within its urban design program a landscaping, roadway improvement and signage program that enhances the recognition of creeks at intersections of pedestrian and vehicle crossings.

#### **Action ER 1.E:**

##### **Protection of Natural Features**

Flood control improvements within a Creek corridor shall be implemented so that the channel and corridor are returned to their natural state.

#### **HILLSIDE AREAS**

##### **Policy ER 1.8:**

##### **Hillsides As a Resource**

The City will consider hillside areas as a unique visual and topographic feature, as well as a defined neighborhood area and viewshed opportunity both to and from the city.

##### **Policy ER 1.9:**

##### **Hillside Character Protection**

The City will strive to guide and enhance hillside development to preserve the existing semi-rural, open and quiet character of hillside neighborhoods.

##### **Policy ER 1.10:**

##### **Regional Park Gateway**

The City recognizes the importance of Alvarado Park as a gateway to Wildcat Canyon Regional Park and its resource as a multi-regional open space network. The City shall develop programs to encourage a stronger visual, physical and social relationship to this important resource.

##### **Action ER 1.F:**

##### **Hillside Design Guidelines**

Develop Hillside Design Guidelines specifically for identified hillside areas, including structure siting criteria, height restrictions, minimum lot sizes, grading criteria, and engineering standards. A survey shall be conducted which identifies (1) those hillside parcels at high risk of slope instability or other geotechnical problems; (2) existing unimproved open space resources; and (3) existing and potential vehicle and pedestrian access points to Alvarado Park. These lands will be inventoried and prioritized as key pieces to the hillside open space network. The City shall seek private and public resources towards the purchase of lands for improvement as individual neighborhood parks or as part of a larger linear open space network which connects Alvarado Park to San Pablo.

**Action ER 1.G:****Viewshed Preservation and Enhancement**

Identify and map prominent viewsheds, vistas and view corridors. Designate these hillside amenities as parcels to be protected through a planting plan, construction design guidelines or a hillside preservation ordinance.

**AIR QUALITY****Policy ER 1.11:****State and Federal Compliance**

The City shall strive to meet all State and Federal ambient air quality standards through General Plan land uses and implementation actions.

**Policy ER 1.12:****Air Quality Improvements**

Encourage non-polluting transportation modes and opportunities (i.e. pedestrian, bike, carpooling opportunities and public transit improvements) as specified in the Circulation Element.

**Policy ER 1.13:****Support WCCTA Programs**

The City will continue to encourage and support local and regional vehicle trip reduction programs as administered through the West Contra Costa County Transportation Advisory Committee.

**Policy ER 1.14****Regional Coordination**

The City of San Pablo shall coordinate with other jurisdictions and other agencies in the Bay Area to establish parallel air quality programs and implementation measures (trip reduction ordinances, indirect source programs, etc.).

**Policy ER 1.15:****Transit Impacts**

The City shall consult with transit providers to determine project impacts on long range transit plans and ensure that impacts are mitigated.

**Policy ER 1.16:****Siting Criteria**

The City shall require new air pollution point sources such as, but not limited to, industrial, manufacturing, and processing facilities to be located an adequate distance from residential areas and other sensitive receptors.

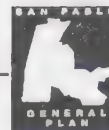
**Policy ER 1.17:****New Developments**

The City shall encourage developers to limit fireplace installations in new developments or to install low emitting, EPA certified fireplace inserts and/or wood stoves, pellet stoves or natural gas fireplaces.

**Action ER 1.H:****Cooperation with BAAQMD**

Cooperate with the Bay Area Air Quality Management District (BAAQMD) to achieve the five percent annual emissions reductions for nonattainment pollutants, including ozone and particulate matter, by implementation of air pollution control measures as required by State and federal standards.

Cooperate with the BAAQMD to implement public education measures outlined in the Air Quality Attainment Plan. Measures typically are divided into three categories: community contact, education and public information. Community contact measures include the occurrence of community events that promote clean air, such as participating in Rideshare Week/Rideshare Fair displays, public presentations for interested community organizations and schools, and public workshops to present proposed strategies and programs. Educational programs include the continued development and dissemination of public information materials, and development of advertising and promotion spots. Public information programs include continued development of local media relations, involvement of the community in brainstorming workshops to develop regulations and strategies, coordination with and provision of information



to local organizations and schools, and development and coordination of an Advisory Program with local schools and media for health alert advisory episodes.

**Action ER 1.I:****Pollutant Transfer**

Support planning measures in Western Contra Costa County that would result in a net decrease in the production of ozone precursors and other wind-transported pollutants that ultimately affect air quality in San Pablo. The City has little opportunity to address the pollutant transfer issue in an active manner, although it shall submit comments in support of or protesting proposed projects in the region during the environmental review process.

**GROUNDWATER AND WATER QUALITY****Policy ER 1.18:****Regional Cooperation**

Work with the Regional Water Quality Control Board (RWQCB) to protect, improve and enhance groundwater quality in the region.

**Policy ER 1.19:****Local Project Review**

Review individual projects through the City to reduce the risk of groundwater problems.

**Action ER 1.J:****Maintain Natural Waterways**

Where feasible (given flood control requirements), maintain the natural condition of waterways and flood plains to ensure continued groundwater recharge.

**Action ER 1.K:****Groundwater Pollution**

The City shall prohibit residential development in areas of known toxic contamination until such contamination has been remediated or mitigated.

**Action ER 1.L:****Groundwater Mapping**

Compile existing groundwater management studies and maps and, where necessary, conduct groundwater mapping studies to provide comprehensive coverage for the City of San Pablo.

**Action ER 1.M:****Construction Standards**

Prohibit direct storm drainage into creeks or wetlands, or when such drainage is unavoidable, require the provision of facilities capable of removing soluble, suspended and floating pollutants. The City shall require developers of new projects along portions of creeks or their watersheds to include designs to control the volume of surface runoff. Such measures will include parking lot development standards, grease traps, catch basins and other development standards identified under the NPDES Program.

**Action ER 1.N:****NPDES Participation**

Continue to participate in the ongoing regional response to the EPA's stormwater permit (NPDES) regulations.

**Action ER 1.O:****New Construction**

Require applicants to take and analyze soil samples prior to grading or construction in areas with an historical or suspected presence of toxic materials, such as Superfund sites or other sites identified by the City or concerned agencies. If contamination is discovered, the applicant shall consult with the appropriate agencies and commence the proper remediation measures prior to development. The Regional Water Quality Control Board, State and County Department of Health Services, or U.S. Environmental Protection Agency can provide information or referrals on remedial measures.

**VEGETATION AND WILDLIFE****Policy ER 1.20:**

**Biotic Resource Consideration** The City shall review proposals with consideration for biotic resources both within and outside (downstream) of City Limits.

**Policy ER 1.21:****Riparian Habitat Consideration**

The City shall recognize the riparian habitat value of San Pablo Creek, Wildcat Creek and portions of Rheem Creek when considering the effects of projects near creek areas.

**Policy ER 1.22:****Hillside Habitat Values**

The City shall recognize undeveloped hillside areas for their potential habitat value.

**Policy ER 1.23:****Creek Habitat Enhancement**

The City shall enhance creekside habitat areas where feasible as a component of any established CLIP.

**Policy ER 1.24:****Wildlife Re-Introduction**

Through the recognition of those areas that have the highest potential of reintroducing wildlife species to the community, the city will protect those areas to the greatest extent possible.

**Policy ER 1.25:****Open Space as Habitat**

Where possible, cluster developments to encourage maximized open space areas. New or enhanced open space areas should be located adjacent to existing open space resources to maximize habitat values.

**Action ER 1.P:****Revegetation Ordinance**

The City will develop requirements within the existing Landscape and Irrigation Ordinance which require the re-vegetation of sites as a result of the removal of any vegetation, and require that exposed soils be provided with new

vegetation prior to a project's completion.

**Action ER 1.Q:****Tree Preservation Ordinance**

Develop and implement a tree preservation ordinance intended to protect significant trees within the community, as well as new trees resulting from the existing street tree improvement program.

**Action ER 1.R:****Utilization of the CEQA Process**

The City shall utilize the CEQA process to the fullest extent possible to identify specific impacts and develop mitigation measures to preserve and enhance creek and hillside habitat both within and outside City limits.

**Action ER 1.S:****Creek Design Criteria**

Develop creek area design criteria with an emphasis upon enhancing habitat values to guide development in association with the CLIP.

**Action ER 1.T:****Native Plant Materials**

Promote the use of native plant materials, where feasible, in public and private landscaping and street tree programs for all areas of the City.

**ENERGY****Policy ER 1.26:****Utility Corridors**

Encourage utility agencies to use existing transmission corridors for future power transmission line development.

**Policy ER 1.27:****Utility Undergrounding**

Encourage future construction of power transmission lines underground whenever possible.

**Policy ER 1.28:****Energy Conservation**

Conserve scarce or nonrenewable energy resources and promote the use of alternative



energy sources.

Nonrenewable resources such as fossil fuels are considered scarce in the long term since they are finite. Many conservation measures rely on voluntary individual behavior for implementation, although some measures have the support of governmental bodies. For example, State law requires the incorporation of energy conservation features in the design of all new site development and construction. Second paragraph save for text.

**Policy ER 1.29:**

**Support for County Energy Policies**

Support the implementation of energy-related policies in the most recent version of the Contra Costa County Energy, Natural Resources and Recreation Element.

**Policy ER 1.30:**

**Designing for Energy Efficiency**

Consider energy efficiency in architectural design for new construction including building orientation to take advantage of wind and sun, and site design features (such as clustering of uses) to combine and/or reduce vehicle trips.

**Action ER 1.U:**

**Energy Design Guidelines**

The city shall develop residential design guidelines which promote energy efficient design utilizing solar opportunities in residential, commercial and industrial development.

**Action ER 1.V:**

**Coordination with PG&E**

Establish a City liaison with PG&E to coordinate and educate the public about the need to conserve energy and non-renewable resources. Dissemination of information can have a significant impact in reducing consumption, as awareness by individuals and businesses leads to changes in behavior.

**CULTURAL AND HISTORIC RESOURCES**

**Policy ER 1.31:**

**Cultural Resource Protection**

Protect archaeological and historic resources within the City for their aesthetic, scientific, educational and cultural values.

**Policy ER 1.32:**

**Historical/Archaeological Preservation Element Study**

The City shall recognize and incorporate the strategies, policies and plans found within the Historical/Archaeological Preservation Element Study (H/APES) of the City of San Pablo (prepared in November, 1979) which reflects the community's concerns regarding the preservation of cultural resources.

**Action ER 1.W:**

**Identification of Significant Resources**

Planning for preservation of areas and structures identified as significant should be based on a thorough evaluation of existing survey data. Existing commercial, institutional, and private facilities and plans for new private development should be carefully evaluated so that proper relationships between all involved parties may continue.

**Action ER 1.X:**

**Local Heritage Program**

The cooperative efforts of the City, School Administration and other public agencies to coordinate the planning, development and administration of a local heritage program shall be undertaken.

**Action ER 1.Y:**

**Native American Resources**

Public interest in and recognition of preservation programs are important Community Resources (non-renewable) and attention should be directed to those structures and Native American Resources or for public viewing. Work to expand the operation of the museum.

**Action ER 1.Z:****Local Historical Register**

Maintain a City of San Pablo Historical/Architectural buildings register and maintain compiled historical/archaeological citywide survey records and use as appropriate.

**Action ER 1.AA:****Project Impact Criteria**

Establish criteria for the review of the impact of projects on historic and/or architecturally significant buildings.

**Action ER 1.BB:****Resource Site Acquisition**

Acquire Heritage (Historical ) sites or remains by gift, purchase lease, loan, condemnation or forfeiture.

**Action ER 1.CC:****Availability of Historical Information**

Disseminate information, interpretations and other social and historical insights gained through heritage programs to the people, through scientific and popular publications, films, exhibits, lectures and by other means.

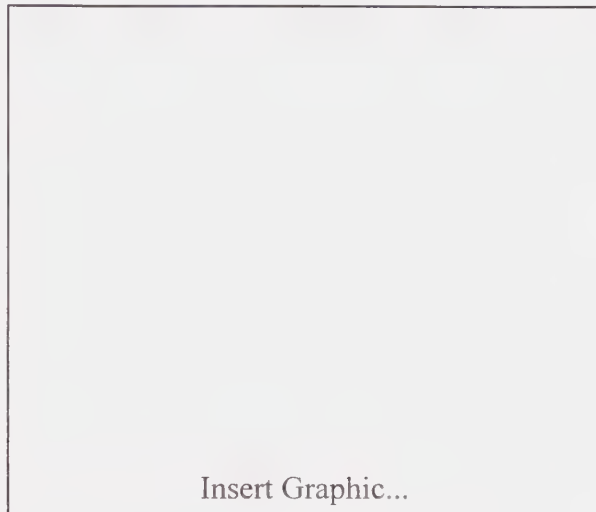
**Action ER 1.DD:****Alvarado District Specific Plan**

Develop a specific plan for the Civic Center that builds upon the indigenous and colonial history of this area and creates standards for such improvements as Pedestrian Amenities, appropriate land uses, future acquisitions, types of services, and an urban design program.

**Action ER 1.EE:****Historic Resource Inventory**

Work with the State Office of Historic Preservation (and other local historic societies) to conduct a formal, comprehensive inventory of historic resources in the built environment. This inventory should define criteria for determining what is worth preserving, describe how to meet preservation objectives without undue restriction of development opportunities, and identify the potential for and suitability of exploiting

currently undeveloped prehistoric or historic resources to increase tourist patronage.



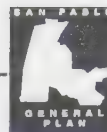
## OPEN SPACE

### URBAN/RURAL LINKAGES

Although San Pablo is primarily an urbanized community and densely populated, the City does have several natural resources which provide pockets of rural character. These resources include the hillside areas, Rheem Creek, Wildcat Creek and San Pablo Creek. These more rural areas should be integrated with the overall urban area to provide residents with restful spots to spend recreational and leisure time.

### OPEN SPACE AS A NATURAL AND SOCIAL RESOURCE

San Pablo contains several distinct neighborhoods such as Old Town, Rumrill, El Portal, and Hillside which are defined by unique combinations of physical, historical and cultural characteristics. Each of these neighborhoods function to differing degrees as social resources for the residents. During the public participation process, the community consensus was that each of these neighborhoods should be further enhanced by incorporating open space and public areas for social gathering. As a result, the goal, policies and implementing actions below



integrate open space in neighborhoods as both natural and social resources.

## GOAL 4.2

### OPEN SPACE SYSTEM

CREATE A BALANCED AND IDENTIFIABLE OPEN SPACE SYSTEM WHICH COMBINES THE CITY'S NATURAL, SOCIAL, AESTHETIC AND CULTURAL RESOURCES AS A LINK BETWEEN URBAN AND RURAL COMMUNITY FEATURES.

Presented below are policies and actions addressing creation of a community open space system. Included are general guidelines, physical standards and actions to implement the the overall open space system.

#### **Policy ER 2.1: Natural Areas**

All unique natural areas shall be preserved and improved as important opportunities for visual open space, nature study or other passive recreation, and conservation of remaining pockets of native plant and animal communities. Creek areas, hillside areas and potential open space areas (particularly near schools) shall be considered for improvement to enhance the overall open space amenities throughout the community.

#### **Policy ER 2.2: Visual Open Space**

The City shall recognize and preserve scenic vistas and views to and from prominent hills and ridgelines.

#### **Policy ER 2.3: Linking Activity Centers**

Activity centers such as Contra Costa College, Town Center and El Portal Center shall be given priority in terms of open space and trail linkages.

#### **Policy ER 2.4: Urban Open Space**

The City shall promote the introduction of urban open space areas into new commercial developments and public uses (such as plazas, dual use facilities) to create distinctive and useable spaces.

#### **Policy ER 2.5: Roadways as Open Areas**

Improvements to major roadways shall reflect the characteristics of the district or neighborhood where it is located to maintain the character of the District and integrate a sense of openness into the urban environment.

#### **Policy ER 2.6: Integration of the Natural and Built Environment**

Where development occurs in the vicinity of a creek corridor, the City shall encourage an extension of the natural features into the adjacent built environment. This can be accomplished through signage, building materials or other indicators so as to integrate open space with the urban environment.

#### **Policy ER 2.7: Open Space Accessibility**

Natural and urban open space features shall be widely accessible from throughout the City through trails, maps and directional signage.

#### **Policy ER 2.8: Linear Open Space**

Major pedestrian routes shall be considered linear open space. Design standards should respect the community's needs for both active and passive open space through improvements within the public right of way that includes amenities such as furniture, signage, landscaping and a variety of paved plazas and grass or garden areas to encourage multiple uses.

**Policy ER 2.9:****Common Open Spaces**

As part of the Land Use and Community Design Element, the City will create opportunities to develop open social spaces at intersections of high use areas or between different land uses.

**Action ER 2.A:****Scenic Corridor Inventory**

The City shall prepare a scenic corridor inventory which identifies and conserves unique views from around the City.

**Action ER 2.B:****Implementing Urban Open Space**

As part of the development review for new commercial projects, emphasis will be placed on incorporating new public open space or plaza features as a central location within the greater City-wide open space system.

**Action ER 2.C:****Implementing Neighborhood Open Space**

As part of the district design guidelines, the City shall recognize and encourage the unique diversity of individual neighborhoods as related to providing urban open space and gathering places. This can include the creation of community gardens, dual use of parking facilities for gathering places, and localized landscape treatments.

**Action ER 2.D:****Open Space Acquisition and Expansion Program (OSAEP):**

Develop an Open Space Acquisition and Expansion Program that would lead to the purchasing of properties along the creeks, in the hillside areas, and increasing access to Davis Park in order to provide the greatest opportunity of expanding the City's open space network. Following a prioritization of potential open space properties throughout the community, the OSAEP shall develop an open space priority purchasing plan, easement priority plan and an acquisition priority plan. The funding and purchasing program shall involve both private and public funding. Implementation

opportunities include private dedications, public access easements, visual access easements, impact fees, assessment allocation, grant funding, partnership arrangements (both businesses and residences), and setback standards.

**Action ER 2.E:****Open Space Zoning Designation**

As part of the Land Use Element and the subsequent Zoning Ordinance, the City shall establish an open space zoning designation for areas within the Hillside areas, along the creeks, and within other open space and natural resource areas. Uses other than active or passive open space that retain the intent of the designated area may be conditionally permitted within these areas subject to use permit approval. Examples of such uses may include nurseries or agricultural uses.

# **General Plan Implementation Program**

5





# General Plan Glossary



- 
- ☐ Definition of General Plan Terms
  - ☐ Definition of General Plan Acronyms





**AFFORDABLE HOUSING:** Dwelling units for which the housing payment is not more than 30 percent of the gross household income for a specified income group.

**AIR BASIN:** One of 14 self-contained regions within the State of California which are minimally affected by air quality in contiguous regions.

**ALLUVIUM:** A general term for clay, silt, sand, gravel or similar unconsolidated detrital material deposited during comparatively recent geologic time by a stream or other body of running water as a sorted or semi-sorted sediment in the bed of the stream or on its flood plain or delta, or as a cone or fan at the base of a mountain slope.

**ALQUIST-PRIOLO EARTHQUAKE ZONING ACT:** Formerly known as the Alquist-Priolo Special Studies Zone Act of 1972, this legislation was enacted to mitigate the hazards of surface fault rupture along earthquake faults considered to be "sufficiently active and well-defined as to constitute a potential hazard to structures from surface faulting or fault creep". The purpose of the act is to avoid placing habitable structures across traces of active faults.

**ALQUIST-PRIOLO ZONE:** Within San Pablo, the Alquist-Priolo Zone is up to 1,500 feet wide and is regulated by the Alquist-Priolo Earthquake Zoning Act. In some areas, multiple traces of the Hayward Fault have been identified within this zone.

**AMBIENT NOISE LEVEL:** The characteristic sound which exists without the introduction of any external noise source; the composite of noise from all sources near and far. In this context, the ambient noise level constitutes the normal or existing level of environmental noise at a given location.

**ANNEXATION:** The formal process of incorporating an area or territory into a city, service district, etc.

**ARCADE:** An expanded passageway or covered area, typically at least partially enclosed and often incorporating commercial shops.

**ARTERIAL:** A main highway that is a through street and typically provides connections to the freeway network, and/or facilitates rapid movement through the City. Arterials are generally four lanes, but range from two lanes to six lanes plus turn lanes through San Pablo.

**BUILDOUT:** That level of urban development characterized by full occupancy of all developable sites in accordance with the General Plan; the maximum level of development envisioned by the City's General Plan. Buildout does not assume that each parcel is developed to include all floor area or housing units possible under zoning regulations.

**CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA):** The California Environmental Quality Act (California Public Resource Code Sections 21000 et seq.) was enacted in 1970 as a system of checks and balances for land use development and management decisions in California. Most proposals for physical development in California are subject to the provisions of CEQA. Every development project which requires a discretionary governmental approval and which is not exempt from CEQA requires the completion of an environmental review (Office of Planning and Research, CEQA Guidelines, 1995).

**CALIFORNIA NATURAL DIVERSITY DATA BASE:** A centralized data base of various biological resources which is maintained by the California Department of Fish and Game.

**CAPITAL IMPROVEMENT PLAN:** A multi-year scheduling of physical improvements prepared by the Public Works Department and based on studies of fiscal resources available and the choice of specific improvements to be constructed.

**CIRCULATION NETWORK:** The network of freeways, local roadways, transit services, bicycle routes, pedestrian walkways and trail corridors that provide for the movement of people and goods throughout the community.

**CODE ENFORCEMENT:** The process of ensuring adherence to a variety of codes within the City which affect the health and safety and the quality of the environment within San Pablo.

**COLLECTOR:** A roadway that collects traffic from and/or distributes to local residential streets, and connects residential streets to the arterial roadways. Most collectors are two lanes wide.

**COMMERCIAL AREA REVITALIZATION NETWORK:**

**COMMUNITY NOISE EQUIVALENT LEVEL (CNEL):** A 24-hour energy equivalent level derived from a variety of single-noise events, with weighing factors of 5 and 10 dB applied to the evening (7:00 to 10:00 p.m.) and nighttime (10:00 p.m. to 7:00 a.m.) periods, respectively, to allow for the greater sensitivity to noise during those hours. An alternative measure is day-night average sound level ( $L_{dn}$ ), the A-weighted average sound level for a given area (measured in decibels) during a 24-hour period with a 10dB weighing applied to nighttime sound levels. The  $L_{dn}$  is approximately numerically equal to the CNEL for most environmental settings.

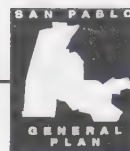
**COMMUNITY Policing:** Involvement of members of the community, through outreach and educational programs, as a means of increasing general safety and security throughout the community.

**CONDITIONALLY PERMITTED USES:** Uses which are allowed within a given zoning district, but are subject to review and approval by the City. Typically, conditions of approval with dictate requirements or limitations upon the use.

**CREEK LINKAGE AND IMPROVEMENT PROGRAM:** A program proposed within the General Plan intended to provide a framework for acquisition of land and/or easements along primary creek corridors for a comprehensive trail and neighborhood park linkage program.

**DESIGN GUIDELINES:** General policies and implementing actions which are intended to preserve and enhance the City's unique physical layout. Through implementation, these guidelines seek to enhance the City's existing positive, physical attributes which include small town character, historic buildings, regional location and walkable scale.

**DENSITY STANDARDS:** Description of the allowed density of population and building intensity for development within a given land use. Residential density standards are based upon number of dwelling units per acre, while non-residential density standards are described by the floor area ration (FAR) of building area within a site.



**ECONOMIC DEVELOPMENT:** The promotion of economic activity and employment generating land uses through policies and actions within the general plan and documents.

**ENDANGERED SPECIES, CALIFORNIA:** A native species or sub-species of a bird, mammal, fish, amphibian, reptile or plant which is in serious danger of becoming extinct throughout all or a significant portion of its range, due to one or more factors, including loss in habitat, change in habitat, over-exploitation, predation, competition or disease. The status is determined by the State Department of Fish and Game together with the State Fish and Game Commission.

**ENDANGERED SPECIES, FEDERAL:** A species which is in danger of extinction throughout all or a significant portion of its range, other than the species of the Class Insecta determined to constitute a pest whose protection under the provisions of the 1973 Endangered Species Act, as amended, would present an overwhelming and overriding risk to humans. The status is determined by the U.S. Fish and Wildlife Service and the Department of the Interior.

**FLOOD PLAIN:** The lowland and relatively flat areas adjoining inland and coastal waters, including debris areas and flood-prone areas of offshore islands. At a minimum, that area is subject to a 1 percent (100-year recurrence) or greater chance of flooding in any given year.

**FLOOR AREA RATIO(FAR):** The gross floor area of all buildings on a lot divided by the lot area.

**GENERAL PLAN DIAGRAM:** The General Plan Diagram is located in the General Plan Land Use Element and depicts the desired ultimate land use pattern for the City. The Diagram is a drawing that shows the physical arrangement of the community and the relationships among land uses, facilities and resources. It is intended to be used in conjunction with the Plan text in order to gain a full understanding of the City's existing community, adopted goals and policies, and vision of the future.

**GENERAL PLAN GUIDANCE COMMITTEE (GPGC):** Comprised of members of the Planning Commission and community leaders designated by the City Council, the General Plan Guidance Committee provided valuable input regarding the regional and local view of current community conditions, and set basic parameters of what the community desired to accomplish through the General Plan update process.

**GROUND RUPTURE:** The displacement of surface level geology in the immediate vicinity of a fault which has resulting from underlying seismic activity. Not all earthquakes result in surface rupture.

**GROUNDWATER:** Water beneath the earth's surface and stored in aquifers, accumulating as a result of recharge and serving as the source of springs, wells, etc.

**GROWTH MANAGEMENT PROGRAM:** A program which allows for land use development but ensures that new development maintain identified standards and consider the impacts of new development on existing land uses.

**IMPLEMENTATION PROGRAM:** A structured program which outlines the implementation actions of the general plan and attaches departmental responsibility, funding sources and priority to each action.



**IMPLEMENTING ACTIONS:** Specific actions or procedures which carry out the policies of the general plan. Implementing actions within this general plan are not linked to specific policies or goals, but rather achieve the overall desired conditions stated within their respective sections.

**INCUBATOR INDUSTRY:** An employment generating land use which establishes a new type of commercial or industrial land use and promotes the future expansion of such uses within the community.

**INFILL:** The development of new housing or other buildings on scattered vacant lots in a built-up area or on new building parcels created by permitted lot splits.

**INTENSITY STANDARDS:** See Density Standards.

**INTERNAL CONSISTENCY:** State General Plan Law requires that general plans be internally consistent with no one element, section, diagram or figure having precedence over another. Specifically, Government Code Section 65300.5 requires that all portions of the Plan including text, diagram and figures in all elements, be fully integrated and not conflict with each other.

**LANDSLIDE:** A generic term covering a wide variety of mass-movement landforms and processes involving the downslope transport under gravitational forces of soil and rock material en masse.

**LINKAGES:** Connections between similar or related land uses. Includes physical linkages such as pathways connecting local parks and design elements which provide continuity between related land uses.

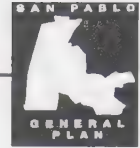
**LIQUEFACTION:** Rapid transformation of saturated, loose, fine-grained sediment (such as silt and sand) to a fluid-like state because of earthquake ground shaking.

**LEVEL OF SERVICE STANDARD:** A qualitative measure describing operation conditions within a traffic stream and their perception by motorists and/or passengers. A level of service definition generally describes these conditions in terms of such factors as speed and travel time, freedom to maneuver, traffic interruptions, comfort and convenience, and safety. Six levels of service are defined for each type of facility for which analysis procedures are available. Designations range from level of service "A" to "F", with "A" representing the best operating conditions and "F" the worst.

**MERCADO:** Spanish for market. Within this general plan refers to a public market which promotes locally produced goods and offers a focal point for the community.

**MIXED USE DESIGNATION:** As defined by the General Plan, the Mixed Use land use designation is intended to promote higher managed areas of a complementary mix of uses at varying degrees of density and intensity. Typical characteristics of a Mixed Use district are the inclusion of a use generator (such as entertainment facilities, employment uses, transit stations and public institutions) which is supported by a mix of medium to high density residential, and supporting commercial uses. Mixed Use areas are to be planned either through a Specific Plan or related detailed planning process.

**MULTI-CULTURAL:** The cultural aspect of San Pablo which reflects a variety and diversity of traditions and cultural and historic backgrounds of members of the community.



**NOISE ATTENUATION:** Methods employed to reduce the level or impact of noise within the community. May include reduction of noise generation levels or structural methods of shielding occupants against surrounding noise levels.

**NOISE CONTOURS:** Lines drawn about a noise source indicating constant energy levels of noise exposure.

**NON-CONFORMING USE:** A land use which does not conform to existing, applicable zoning codes.

**NON-POINT POLLUTION SOURCE:** A pollutant source introduced from dispersed points and lacking a single, identifiable origin. Examples include automobile emissions or urban run-off.

**OPEN SPACE:** Any parcel or area of land or water which is essentially unimproved and devoted to an open-space use as defined in the General Plan or designated on a local, regional or State open space plan as one of the four types of open space defined in State Planning Law. These four types of open space identified by State Planning Law are: open space for the preservation of natural resources; open space for the managed production of natural resources; open space for outdoor recreation; and open space for public health and safety. State law requires that cities preparing general plans recognize open space as a limited and valuable resource to be conserved whenever possible.

**OPEN SPACE ACQUISITION AND EXPANSION PROGRAM:** A program proposed within this general plan to purchase properties and easements in order to expand the City's open space network.

**PERMITTED USES:** Uses which are allowed within a given zoning district. Permitted uses are defined within the City zoning ordinance.

**PLANNED COMMUNITY DESIGNATION:** Defined by the General Plan as an overlay zoning designation for areas susceptible to combined parcels and reuse, and to foster superior site design in the event that a series of parcels can be consolidated into a minimum of 1 acre. Residential is the primary use in the Planned Community district, however, commercial, industrial and support uses can be provided such as open space, parks, commercial uses and related amenities.

**PLANNED INDUSTRIAL DESIGNATION:** The General Plan establishes a Planned Industrial zoning designation which is intended for the consolidation of several parcels (one acre typical) whereby the benefits of a specific plan or other mechanism can be used for land use and design. This designation is for light industrial and industrial parks, with supporting commercial uses.

**POINT POLLUTION SOURCE:** A source of pollutants which may be traced to a discrete point of emission.

**REDEVELOPMENT:** The process of increasing the quality or intensity of land use within a given area in order to benefit the community through an improved physical and/or economic environment.

**RIPARIAN:** Of, pertaining to, or situated on the banks of a river; by common usage extended to include any stream, regardless of size.



**SPECIFIC PLAN DISTRICT:** An area subject to specific planning requirements. Specific Plan District may be subject to planning requirements or design guidelines.

**SPHERE OF INFLUENCE (SOI):** The ultimate service area of the City of San Pablo as established by Contra Costa County Local Agency Formation Commission (LAFCO). This area includes the entire incorporated City of San Pablo and particular unincorporated county lands surrounding the City.

**STREETSCAPE:** The street environment, including sidewalks and walkways, storefronts, landscaping and pedestrian amenities.

**THREATENED SPECIES, CALIFORNIA:** A native species or sub-species of a bird, mammal, fish, amphibian, reptile or plant that, although not currently threatened with extinction, is likely to become an endangered species in the foreseeable future in the absence of special protection and management efforts required by Chapter 1.5 of the State Department of Fish and Game Code.

**THREATENED SPECIES, FEDERAL:** A species which is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

**VERTICAL CONSISTENCY:**

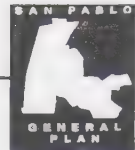
**VIEW CORRIDOR:** An area of significant visual qualities, typically involving the local hillsides when applied to San Pablo.

**WATERSHED:** The entire area that contributes water to a drainage system or stream.

**ZERO LOT LINE:** A building configuration which places a structure directly adjacent to a property line. Typically used in residential development to achieve desired development densities.

**ZONING DISTRICT:** A specifically delineated area on a zoning map within which regulations and requirements uniformly govern the use, placement, spacing and size of buildings, open spaces, and other facilities.

**ZONING ORDINANCE:** The City ordinance which divides San Pablo into districts and establishes regulations governing the use, placement, spacing and size of buildings, open spaces and other facilities.



AC Transit	Alameda/Contra Costa Transit
ABAG	Association of Bay Area Governments
ABC	Alcohol Beverage Control
ARB	California Air Resources Board
AT&SFR	Atchison, Topeka and Santa Fe Railroad
BAAQMD	Bay Area Air Quality Management District
BART	Bay Area Rapid Transit
BMP	Best Management Practices
Caltrans	California Department of Transportation
CARD	Commercial Area Revitalization District
CBOGP	Community Based Organizations Grant Program
CC&R	Codes, covenants and restrictions
CCTA	Contra Costa Transportation Authority
CEQA	California Environmental Quality Act
CDFG	California Department of Fish and Game
cfs	cubic feet per second
CHWMP	County Hazardous Waste Management Plan
CIP	Capital Improvement Plan
CLIP	Creek Linkage and Improvement Program
CMP	Congestion Management Program
CNDDDB	California Natural Diversity Data Base
CNEL	Community Noise Equivalent Level
CWS	Community Warning System
dB	decibels
dBA	A-weighted decibels
EBRPD	East Bay Regional Parks District
EPA	Environmental Protection Agency
FAR	Floor Area Ratio
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
GPGC	General Plan Guidance Committee
HOV	High Occupancy Vehicle
HSD	Contra Costa County Health Services Department
ISDN	Integrated Services Digital Network
Leq	Energy-equivalent noise level
Ldn	Day-night noise average level
LOS	Level of Service
mgd	million gallons per day
MHFP	Multi-Hazard Functional Plan
NPDES	National Pollutant Discharge Elimination System
OSAEP	Open Space Acquisition and Expansion Program
OSHA	Occupational Safety and Health Administration
PC	Planned Community
PG&E	Pacific Gas and Electric
RDA	Redevelopment Agency
ROW	Right of Way
SHPO	State Office of Historic Preservation



SPPD	San Pablo Police Department
TDM	Transportation Demand Management
TSO	Traffic Service Objective
UBC	Uniform Building Code
UCBC	Uniform Code for Building Conservation
UMTA	Urban Mass Transportation Administration
UST	underground storage tank
v/c Ratio	volume to capacity ratio
WCCWD	West Contra Costa Wastewater District
WCCSL	West Contra Costa Sanitary Landfill
WCCTAC	West Contra Costa Transportation Advisory Committee

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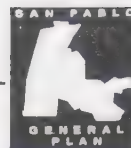
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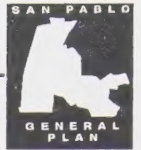
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# Appendix A



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- ☐ Historic Resources Inventory



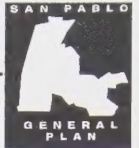


## HISTORIC RESOURCES INVENTORY, SAN PABLO AREA

<u>Resource Location</u>	<u>Evaluation Category</u>	<u>Importance</u>
ALVARADO ADOBE San Pablo Avenue and Church Lane	Site Relating to Important Person in History	The Alvarado Adobe, also known as the Castro Adobe, was built by the family of Don Francisco Castro, owner of Rancho San Pablo, for his daughter, Martinia, and her husband, former Mexican Governor of California, Juan Bautista Alvarado, who lived in the Adobe from 1849 until his death in 1892. The Adobe was demolished in 1954, and has been rebuilt at One Alvarado Square. California Historical Landmark #512.
BLUME HOUSE, ALVARADO SQUARE San Pablo Avenue near Church Lane	Structure of Historic Significance	Built in 1905 and formerly located off Hilltop Drive, it was the headquarters for the sprawling Blume Ranch and the largest single family dwelling within the community. It is now located in Alvarado Square Historic Park Complex and will become a community facility.
TEXIERA HOME, ALVARADO SQUARE San Pablo Avenue near Church Lane	Structure of Historic Significance	The Texiera home was originally located at the corner of Van Ness and Standard Streets, and served as residence of one of San Pablo's leading families. Built in the early 1890's, the house will become a community facility at its new location in the Alvarado Square Historic Park Complex.



<u>Resource Location</u>	<u>Evaluation Category</u>	<u>Importance</u>
THE PULLMAN STREET RECTORY 1901 Church Lane	Structure of Historic Significance/Architectural Specimen	Formerly a rectory for St. Paul's Parish, this four bedroom structure, built in 1875, was relocated during the 1930's and is now used for an abused women's program. It has been restored to its original Victorian grandeur.
ANDRATA HOUSE 918 Randy Lane	Structure of Historic Significance	Built in early 1900's by Andrata, foreman of the Emeric Ranch, who was able to purchase a considerable amount of land from his employer who had to sell land to help pay the cost of legal fees. The litigation between the Emerics and the Castro family over the vast land holdings forced both families to sell property at a loss.
STANLEY ALTER HOME, 2022 Road 20	Structure of Historic Significance/Architectural Specimen	This structure is another of the homes built by San Pablo's early Portuguese settlers. Constructed with square nails and two inch thick redwood planks, the house was originally built and owned by a man named Machado, an early day community leader. The Alter Family bought the house in 1948.
EARTHQUAKE REFUGEE CAMP 2650 Market Avenue	Site of Historic Event/ Site Relating to Important Person in History	Victims of the 1906 earthquake and fire in San Francisco were given food, clothing, shelter and medical attention here in barrack-style buildings and hospital, sponsored by Standard Oil Company with John D. Rockefeller funds. A shed-like structure is all that remains of the camp that is currently used as a catering and event facility.



<u>Resource Location</u>	<u>Evaluation Category</u>	<u>Importance</u>
ST. PAUL'S CATHOLIC CHURCH AND GRAVEYARD 1825 Church Lane	Site of Historic Event/ Site Relating to Important Person in History	California's Governor, Alvarado, and his wife, Martina Castro Alvarado, gave to the community almost four acres of land for a church site. San Pablo's earliest settlers built St. Paul's church in 1863. The original church was of frame construction and similar in design to Old World churches. It was located on Church Lane, just west of the present St. Paul's, and cost \$300 to build. The graveyard that was located just south of the church was moved to accommodate St. Paul's Elementary School.
DEPOT BUSINESS AREA 13th and Market Streets	Site of Historic Event	Site of an early commercial area built around railroad depots. Included: Emeric Hall; Depot School; grocery store; Dolan Saloon; Fish & Blume Warehouse; Gould Landing; Dr. Goodale Home; Santa Fe and Southern Pacific Railroads.

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SOURCE: Contra Costa County Historic Resources Inventory and City of San Pablo staff

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